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ABSTRACT

This paper provides program planners with some innovative ideas that have been used in all phases of various multi-service programs for high-risk youth. Chapter 2 focuses on strategies for assessing participant needs. Diagnosis, learning disabilities and remediation, and staff training are discussed. Chapter 3 considers elimination of service gaps through such support services as transportation, child care, medical examinations, emergency loans, housing, food stamps, legal aid, and family life and parenthood education. The next five chapters discuss approaches to these services offered by youth programs: job development and training, basic skill development, counseling, recreation and cultural enrichment, and youth involvement and self-advocacy. In chapter 9 ideas are included for developing links and connections with other community services, agencies, and resources to prevent fragmentation of service delivery to youth at risk. Chapter 10 describes some multiple funding possibilities, problems faced and overcome, and program results. A bibliography lists contacts and addresses of projects mentioned in the text, organizations and agencies that help connect programs with resources, and publications of practical value to practitioners. (YLB)

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Working Together

MULTI PURPOSE PROGRAMS FOR TROUBLED YOUTH

Deborah Kuhn and
Harvey Pressman

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Chapter 1: Introduction

> "I don't think any older people know what it's like to be a teenager these days. Everyone suspects us. We're black, we're young — so we've automatically done something wrong ... How come no one realizes how afraid we are?"
>
> California Teenager

Our government's approach to serving the complex needs of troubled youth is piecemeal. Over the past two decades the number of programs offering service to youth with special needs has increased dramatically. Each program has grown out of the recognition of a service gap. Each has become the responsibility of a particular agency delivering a particular type of service. If children who could not live at home were taken out of institutions, funding for foster care services was vastly increased. The growing incidence of substance abuse among adolescents led to experiments with various approaches to prevention and rehabilitation. The Office of Education began to finance compensatory and innovative remedial services, provided through public educational institutions and alternative schools outside the system. Each of many departments found an unfilled need in services to youth, and developed a program to fill that specific need.

A single "troubled" young person (for example, a teenage mother) almost always needs the services of several programs in order to succeed in any *one* of them.

A consequence of the segmented, service-oriented process of developing programs for youth has been the creation of a youth policy and planning approach at the national level that often does not support the practical programmatic needs of people at the local service delivery level. A single "troubled" young person (for example, a teenage mother) almost always needs the services of several programs in order to succeed in any *one* of them. (For example, a job, *and* a place to live, *and* a high school education.) "Youth policy" — to the extent that it exists at all — is an amalgam of services. It is rarely the product of a rational analysis of the concrete needs of "high-risk" young people as a diverse group of individuals.

A number of federal departments administer programs and supportive services needed by youth at risk, but federal policies and funding mechanisms tend to impose obstacles to the development of multiservice programs designed to address the diversity of special needs of high-risk youth. This model at the federal level has had a direct impact on the development of services at the local level: it has led to duplication of services, conflicts over responsibility, and many specific needs that "fall through the cracks." For instance, Welfare pays for residential treatment for delinquent youth; legal services are available; but often no one will assume responsibility for bail costs. In addition, lack of coordination at the federal level produces even less coordination at the local level, where offices responsible for supporting individual programs often have little communication with other youth-serving agencies and tend to focus on relatively narrow concerns.

At the local level, planners and staff of programs for young people who are troubled start with exactly that — *young people,* whose needs are usually complex and diverse. Providing a job for a delinquent inner-city youth, for instance, turns out to be only the beginning. Program operators quickly find that a whole range of additional

supportive services, from shelter to alternative education, is necessary to help these young people stay and succeed on a job. Over the past few years, most innovative programs serving youth with special problems have had to diversify, to coordinate available resources, to package comprehensive programs with funding from several sources.

With few exceptions, attempts to build programs based on the real needs of young people have frustrated local planners. Local youth service providers have found it very difficult to package programs that offer employment and training complemented by all the necessary supportive services. Programs incur high administrative costs in these attempts. Conflicting regulations, funding mechanisms, eligibility criteria, and reporting requirements serve as barriers to the development of truly effective, youth-centered programs.

What is needed, clearly, is a system which supports comprehensive multifaceted planning for those young people whose needs are so diverse and whose problems are so grave that they cannot be well-served by single-purpose programs or approaches. Fortunately, there is a growing effort at the federal level to coordinate the sources of support and the regulations which govern the various programs. Support and encouragement is developing for multi-service projects for high-risk youth.

There is still a need, however, for program ideas that work for the most difficult-to-serve and hardest-to-reach young people. Workable ideas exist, of course, all over the country, but in a remarkably scattered and haphazard pattern. A program in Seattle may provide a remarkably insightful approach to the diagnosis of learning disabilities, for example, but may couple it with an educational component which is a dismal reminder of the stilted schooling which has failed program participants before. An alternative school in Boston may take a remarkably fresh approach to the teaching of basic educational skills, but possess neither the resources nor the skills to deal with the employment and training needs of high-risk youth.

This paper has been prepared to help focus attention on some of the good ideas which have emerged in recent years around the country, not necessarily as part of the same program or project, but far more often as the most promising feature of one particular project. Our purpose is to provide people who need to plan more comprehensive programs with some fresh ideas which might help to stimulate their own thinking, and especially to encourage planners to look for new and better ideas in all phases of their programs for high-risk youth: counseling, employment, the development of basic educational skills, the treatment of learning disabilities, cultural appreciation and enrichment, participant assessment, etc. We have also tried to include ideas for developing the kinds of links and connections with other community services, agencies, and resources which can help prevent fragmentation of service delivery to youth at risk.

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In no way have we tried to develop a comprehensive or encyclopedic list of all the good ideas which good people have developed recently. We are, in fact, quite certain that for every idea or program which we describe, there is somewhere an equally promising or more exciting approach. This is simply a modest effort to help program planners make some connections with some of the ideas and resources which might otherwise escape them.

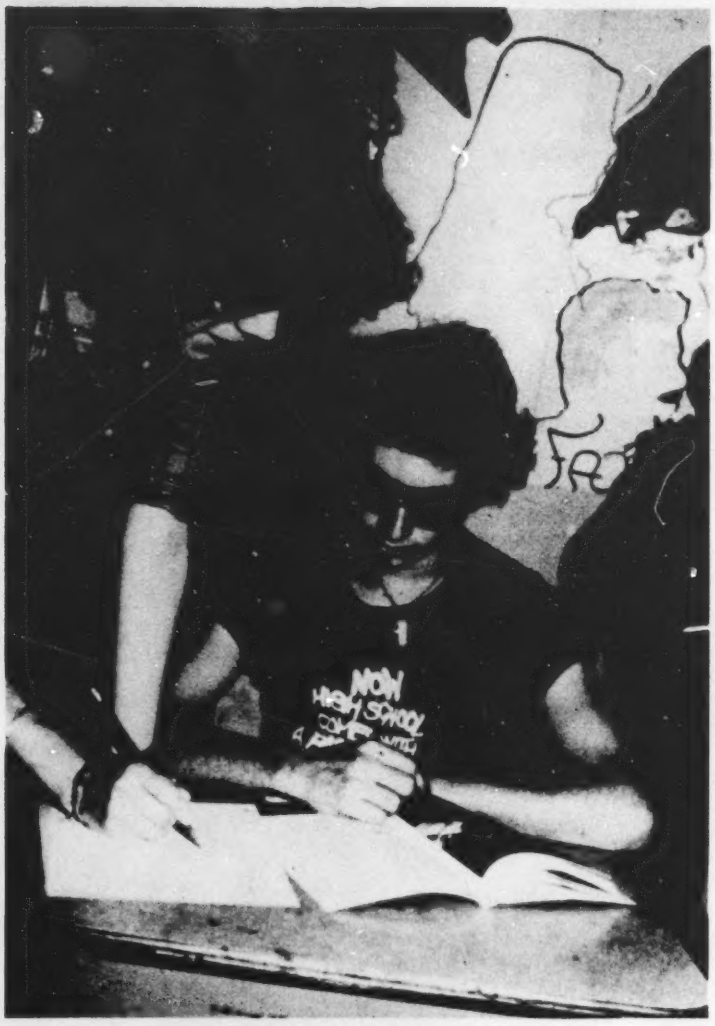
If a crisis arises in a client's life, I may spend a lot of time with the family to help resolve the problem and ease the tension. For example, right now I have a pregnant client who has decided to keep her baby. Her mother is very apprehensive about the whole situation. I'm trying to calm the mother and also make every possible arrangement to help the girl cope with being a mother, going to school, and working.

C. Bleu, Join the Employed Generation, p. 31

Referred to PEPSY by her high school guidance counselor, Judy G. had a long history of poor attendance and disciplinary problems in school. She had just finished a probation sentence for a shoplifting disposition.

The results of her vocational inventory test indicated that Judy was interested in working with people, particularly children, and that she enjoyed group activities and active sports. Judy was placed as a recreational aide in a community recreation center, where she helped organize activities for grade schoolers. A request from a center employee one day to complete a task resulted in a rude response and refusal from Judy. The next few days she did not appear at work. Her counselor arranged a meeting with Judy, her worksite supervisor, and himself. After a long discussion about work attitudes and responsibilities, Judy decided that she would like to continue working. Her work site supervisor has provided Judy with continual support and approval for her job activities. Judy's attitude has greatly improved along with her temper. Furthermore, her supervisor is instructing her in senior lifesaving. Judy hopes to find a lifeguard position next summer.

C. Bleu, Join the Employed Generation, p. 30.



The case of Julio, a 15-year-old bilingual student at Discovery House, helps underscore the importance of comprehensive assessment:

The counselor found that Julio had a series of court charges, lived with his mother and six younger children, and that his father was serving time for armed robbery. School records indicated that Julio was functioning on a third grade level though in the eighth grade. He had been truant consistently during the past year. Julio had little desire to participate in any type of educational setting, and his primary goal was to get a job and take over as the man of the family. Level I testing gave a clear picture of Julio's skills: strong in math, he was weak in symbols and reading below grade 1. Visual motor tests showed Julio to be functioning three years below his actual age. This testing resulted in referral to the New England College of Optometry, where Julio's visual problems were treated with glasses and a special program of exercises. Julio's academic and social problems improved quickly: a visual problem had contributed to poor verbal skills, lack of self-confidence, frustration with poor expressive skills, and varied acting-out behavior.

Chapter 2: Strategies for Assessing Participant Needs

a. *Diagnosis*

Assessments and diagnosis — whether academic, social, or vocational — are difficult problems for many youth service providers. Too often, tests at intake are administered on only one dimension of a young person's functioning (e.g., reading performance level); they are interpreted hastily; and the follow-up treatment is not thorough or comprehensive. In addition, many youth service programs use test scores, especially standardized I.Q. test results, to screen out applicants, apparently without understanding that many I.Q., social functioning tests, and even vocational interest tests discriminate against poor, culturally deprived, and minority youth because they demand knowledge and validation of mainstream culture. Most educationally deprived youth are simply unprepared for, and even phobic about, standardized tests.

Thus, diagnostic assessment remains one of the most difficult and complicated of all youth program components, yet one of the most necessary if young people are going to get comprehensive services based squarely on their individual academic, social, and vocational needs. Comprehensive programs for troubled youth need to assess their participants carefully in order to develop *useful* program-related information about basic academic skill levels; career knowledge, interest, and motivation; behavior patterns; and coping skills. The most innovative assessment strategies recognize that standard tests have serious shortcomings for assessing young people with low reading and test-taking skills and that assessment should be viewed as a component of client-centered life and career planning. For example, vocational counselors have demonstrated that the best indication of a satisfactory occupation is the client's interest, not the test scores. Similarly, reading teachers have shown that students' reading levels jump remarkably when the material covers a high-interest topic. Tests should be used to develop individualized, behaviorally-specific treatment plans, not to limit, compartmentalize, or segregate young people.

Discovery House, a component program of Project Concern in Mattapan, Massachusetts, has developed a comprehensive assessment and diagnosis plan that is currently being expanded by the Massachusetts State Department of Youth Services to serve as a short-term referral program for all youth committed or adjudicated in the Boston region.

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At Discovery House this comprehensive assessment begins with a Needs Assessment Phase in which the young person's counselor plays a major role, making several visits to the home to interview and observe the youth and family for information about the youth's behavior, schooling history, roles of family members, implicit and explicit family rules and expectations, family and youth goals for program participation, and additional family problems that are amenable to intervention. Counselors maintain this crucial role as behavior observers, recording daily information about each young person's interactions with peers and authorities and his or her reactions to "critical incidents." Counseling staff receive specialized training in the techniques of participant observation. The staff of Discovery House believes that understanding a young person's *current* behavior under various circumstances and with different actors is the key to building the most appropriate individualized treatment program.

After Needs Assessment, each participant receives Level I testing, designed to provide a comprehensive *diagnostic assessment* covering the areas of academic and psychological functioning, as well as screening for deficits in the sensory and learning processes of each client and specific tests which tap the individual's self-

concept. All tests are administered in an individualized, comfortable setting.

The model eliminates achievement testing for academic skills, and substitutes instead diagnostic tests which yield not only grade levels but also information on specific reading, math, and spelling skills and deficits which may range widely within each area. By combining precise skill diagnosis with learning process diagnosis, the staff team is able to clearly identify young people with learning disabilities. This information is compiled in the form of an Individualized Educational Plan that becomes the basis of each student's academic program.

By combining precise skills diagnosis with learning process diagnosis, the staff team is able to clearly identify possible learning disabilities.

The case of Julio, a 15-year-old bilingual student at Discovery House, helps underscore the importance of comprehensive assessment:

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Life history data has proven to be a crucial assessment tool, and the process of obtaining biographical information can be an important first step in developing rapport between client and counselor. The counselor, in a relaxed environment, can ask a series of prepared questions, write the youth's responses, and then read over the final product with the young person to check accuracy and begin looking for patterns in interests and behaviors. The Job Corps has successfully used a format called the BIB, or Biographical Information Blank (Richardson, Bellows, Henry, and Co.). The BIB includes many of the questions found in traditional application blanks as well as items concerning feelings, attitude, and value judgments. The items cover several major categories: home and family, schooling, work experience, present responsibilities, work and income needs and preferences, life goals, and organization of time. The Job Corps uses the BIB to identify potential dropouts and then attempts to overturn that prediction with counseling, diagnosis, and systematic reinforcement.

b. *Learning Disabilities and Remediation*

Learning and developmental disabilities among youth often result in school- and court-related behavioral problems. Many young people have very subtle handicaps. Problems such as mild mental retardation and learning disabilities are not easily detected, but require special attention. On the other hand, many educationally unprepared students, especially minority youth, test at levels of "retarded functioning" on standardized I.Q. tests because of test phobia, cultural biases in the tests themselves, and low reading levels.

One study by the National Institute of Mental Health revealed that learning disabilities are the greatest single reason why children leave school. As many as 25% of those in juvenile correction centers have learning disabilities. A study in Minnesota revealed that 80% of young people referred to court for truancy, vandalism, and theft had moderate to severe learning disabilities.

A young person with a reading disability, for example, is handicapped in many facets of life, from using the city transit system to performing tasks on a job. Although the handicaps are subtle, youth with special educational needs must be identified and treated. When learning disabilities are ignored, the youth are often caught in a vicious cycle: placed in an inappropriate traditional educational setting, the youth becomes frustrated and, eventually, truant, then becomes involved in an insensitive court system, and is often referred right back to the inappropriate setting.

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Project New Pride in Denver, a comprehensive treatment program for youth with lengthy records of prior arrest and conviction, has recently done pioneering work in detecting and remediating learning disabilities. Tests administered to project youth in the first two years of operation showed that 78 percent of New Pride participants were found to have at least two learning disabilities. In the New Pride treatment approach, which stresses the relationship between learning disabilities and juvenile delinquency, learning disability therapy is as

important as academic tutoring. Youth diagnosed as having significant perceptual and/or cognitive disabilities participate in a specialized program at New Pride's Learning Disabilities Center (LDC).

The primary goal of the LDC is remediation of both specific learning disabilities and basic academic skills (reading, mathematics, spelling). The curriculum design uses carefully selected high-interest materials in an individualized structure. Youth move through a range of therapeutic exercises prescribed by educational and physical therapists, including visualization sessions to aid in visual imagery, eye focusing exercises, motor skills exercises to improve functioning of the two body halves, fine eye control sessions, and problem-solving sessions. A complete description of the curriculum and selected materials, as well as a detailed manual for the treatment of learning disabilities, is available from New Pride.

Local resources can be tapped for learning disabilities assessment and therapy where projects are unable to adopt the self-contained approach of the New Pride model. For example, in Washington, D.C., Georgetown University has established the Georgetown Adolescent Intervention Team, which provides diagnostic assessments and therapeutic referrals for learning disordered adolescents whose behavior risks court involvement. The evaluation team is interdisciplinary, involving educational, psychiatric, medical, and legal professionals. Each assessment ends in a multidisciplinary recommendation for educational, vocational, therapeutic, or clinical placement.

c. Staff Training

Providing for a training program which will advance skill levels as well as enrich the work and lives of the staff is a continuing problem for every agency. At Project Place in Boston, operating with a very small core of paid staff and an average volunteer staff of 75, the problem is more urgent than ever. For the volunteers, the commitment is 6 months, and the turnover is high. The development of a model for training and supervision has given Project Place inservice training that develops a wide range of skill levels and offers continuing opportunities for in-service training.

The program has two central core units:

1) Counselor-training programs including a) Hotline training designed as an introduction to counseling skills and to the Hotline, and b) Counselor Training Program designed to develop face-to-face counseling skills and techniques;

2) Emergency Medical Training including first aid, cardio-pulmonary resuscitation, and certified ambulance aide training. A unique aspect of both programs is that as volunteers are trained and become experienced, they are offered the opportunity to become trainers/teachers in the programs. All counselor training programs are based on three assumptions: 1) counselor training should be done in conjunction with actual counseling experience; 2) good counseling depends on honesty and respect for self and client; and 3) problems experienced by individuals often bear a relationship to political and economic realities, and effective counseling requires a consciousness of the ways people are oppressed in our society.

PEPSY PRINCIPLE NUMBER 7

What kind of training should be provided to PEPSY staff? Orientation training might include:

— Empathy training
— Reality therapy
— Behavioral contracting
— Family counseling
— Management systems for recordkeeping and payroll
— Job development
— The CETA organization

Ongoing training might include:

— Additional empathy training

Group sessions with counselors

Chapter 3: Eliminating Service Gaps

> "When I'd run away, I'd never call my mother and she'd never try to find out where I was. She could have found me easy if she tried. I would always come back on my own and my Mom would just look at me and say, 'Oh, you're back. When you taking off again?' I was never punished for leaving or asked to stay home. I've been kicked out of two different schools for truancy. I just never showed up. No one ever made me or encouraged me to go. I was out of school once for six months. My mother knew I wasn't going to school, but she never said anything to me.
>
> from Burkhart, *A Reasonable Alternative*, p. 43.

Because fragmentation of planning and programming for troubled youth at the federal level is directly reflected in turf-guarding and lack of coordination at the state and local levels, many youth program planners have difficulty in funding comprehensive programs that truly address all of the diverse needs of this population. Many needed services are simply overlooked in initial plans; some services are almost impossible to fund because they fall through the cracks of agency responsibility.

In many cases, the achievement of the primary objectives of a youth program — education, job placement, personal counseling — is made possible only after other kinds of support services are provided. Distractions caused by life management needs such as finding a babysitter, gaining access to transportation, applying for food stamps or housing, and securing legal help can impair the effectiveness of major services provided by the program. These problems must be addressed so that they do not become excuses for missing school or work, and a program must efficiently help youth participants cope with these outside pressures and focus on the main program tasks.

Many youth programs in both urban and rural areas have discovered that transportation and day care are critical, fundamental needs for many youth.

In the Job Teams Project in Ravenna, Ohio, none of the youth owned or had access to a car on a regular basis. There was no bus system in the county. To insure access to a variety of worksites throughout the area, transportation was provided initially through a van leased by the project. Later, counselors used their own vehicles and were reimbursed for mileage. The advantages in terms of reduced cost, increased counselor/team rapport, and reduced tension in using separate cars outweighed the disadvantage of extra paperwork.

Other support services provided for youth at Job Teams include:

- Housing searches — administrative staff called local agencies to locate inexpensive housing for youth not living at home. The project has begun fundraising through local drug abuse and foster parent programs for a halfway house to be staffed by counselors and maintained by youth.
- Medical exams — on contract with the county public health service all participants and staff received annual medical exams.
- Food stamps — some youth are eligible, especially teenage parents.
- Emergency loans — local service agencies (Catholic Charities, Salvation Army) established a fund to pay bills and financial debts that youth needed to meet before the first payday.
- Legal aid — local legal service projects provided free

counsel to youth involved with the courts. One lawyer volunteered to teach a course in legal rights of youth.

In an expansion of the emergency loan service, the Youth Enterprise Ventures Project of the Hartford Public Schools has started a Youth Loan Company to train 25 young people in financial management skills. This loan company makes short-term loans to youth participating in work projects and also operates as a mechanism for seeding other small youth-operated ventures.

Day care is a critical service for mothers who attend school and/or are employed. The Continuing Education Center in Wayne, Michigan, providing counseling and job information to disadvantaged youth in the Detroit area, decided to set up its own youth-operated day care center in order to encourage teenage parents to stay in school and continue their education. The day care center has operated as a cooperative, with teen parents supplementing the full-time staff on a rotating basis. Other teenagers interested in child care and education receive subsidized training and work placements at the center. In addition, the day care component has added information about the family life of participants; health and emotional problems of the children are identified, and cases of child abuse, hyperactivity, and nutritional deficiencies are reported to the parent's counselor, who looks for family remedies. The staff of the day care center coordinate regular parents' meetings to discuss parenting, health, and nutrition issues.

Project Cope in the South End of Boston, a multiservice center for pregnant teenagers and teenage parents, has purchased a multi-unit building through the HUD urban homesteading program as a residence for youth who are working parents and need a supportive, semi-communal living arrangement.

Many young offenders paroled or released from lock-up fail within the first few months because they cannot find support within their community for making the transition back to independent living. Project Esperanza, in San Jose, California, provides intensive job readiness and vocational training for female offenders on probation, work release, or parole. The project's services include a therapeutic, transitional residence for the women and their children.

The Safer Foundation in Chicago provides an education transition service, the IDEA program, to young offenders. The program begins a few months before the young people are released from incarceration. Intensive classes in basic skills remediation, vocational awareness, and job readiness are conducted within lock-ups for youth who will soon be paroled. The training is subsidized, and leads to job placements through the Foundation's close contacts with local employers. Enrollees receive careful follow-up attention from professional staff or peer groups after they are placed in jobs.

The role of the family in a youth's problem is largely ignored. Although the passage of the Juvenile Justice Act of 1974 represents a strong federal initiative toward deinstitutionalization, a variety of federal agencies encourage out-of-home placements for juveniles. Many young people stay in detention centers, group homes, and foster care because agencies give only lip service to helping the families of origin develop a more supportive environment.

The Community Prevention Project in Burlington, Vermont believes that parents of troubled youth have special needs and opportunities for learning. The project runs a training program for the parents of its clients in the dynamics of family interactions and positive problem-solving. One method for parents to use when discussing problems with their children is the "no-lose approach" from Dr. Thomas Gordon's *Parent Effectiveness Training*. Parents are also taught a step-by-step process for ensuring good parent-child communication through a "Family Council" that meets regularly once a week with all family members to air and resolve problems and reach group decisions. The center also holds multiple family therapy sessions for groups of four or five clients and their families. The sessions are conducted by a male-female therapist team who act as a family model. Some funding for these services is provided by Title XX of the Social Security Act.

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"I was quite excited about the first job placement that New Pride made — a sixteen-year-old male through the help of an Advisory Board member got a $5.00 an hour job with a large manufacturing firm. Since there was no available public transportation, I drove him to work every day and would often discuss his job with him. He seemed to be coming along very well and was even going to get a promotion soon. One morning he disappeared. I contacted the employer and found that he had been having problems on the job. According to his supervisor, the precision work bothered his eyes, he seemed terrified of the vastness of the company, and was very much a loner. Immediately, we realized several things. This youngster had been telling us what he thought we wanted to hear. From this experience, we decided to maintain regular contact with employers so we would really know how the youth was adjusting. We also decided to try to place youth with small firms where they could more easily get to know all the staff. We realized too that it was important to place kids in jobs that they could not only handle but also succeed in. We eventually tested the eyesight of this youngster and found he had serious deficiencies. This testing has now become a routine part of our intake period."

Director, New Pride

Chapter 4: Job Development and Training

"The work experience has more impact on some of the youth than just being a physical learning experience. For more than a few, it is also therapeutic. For example, 17-year-old Mark Baxter, a student at Independence High School in Newark, New Jersey, completed a work experience at the Association of Mental Retardation as a counselor-trainee. Mark was once a student at Irvington Technical High School, but left because of problems stemming from racial attitudes combined with the pressures of being constantly compared to his older brother who was a high achiever.

"As a counselor, Mark assisted in the workshops to help clients learn how to use basic utensils for daily living; he also conducted activity sessions geared to stimulate the more withdrawn clients.

"Mark expounded: 'The clients showed me a lot of things, especially about prejudice. Each day they would come in and hug and kiss each other regardless of color or sex or other problems. They didn't have the problems so-called "normal people" are hung up on. They showed me that bigotry is a learned state of mind.'

"Mark also left the people at the Association with something to think about. He spent a lot of time using games to stimulate the interests of a client everyone had given up on to no avail. Finally, Mark pulled out a game of Concentration whose objective is to match hidden pairs of cards. No one thought it would work, but it proved to be the one thing that activated the client's response. Before Mark left the Association, the gentleman was playing regularly and was beginning to open up and converse with others."

Article in local newspaper, Independence High School, Newark, New Jersey

The term "troubled youth" can sometimes be used as a demeaning label; however, it can also be seen as a description that reflects the current and potential economic situation of young people whose lives are in crisis. Such youth have not benefitted from, or have not been well-served by, traditional institutions (school, social agencies, employers). These young people are most likely to remain permanently unemployed or underemployed; they are the least likely to get a meaningful job that offers opportunities for success and advancement. They are the youth in critical need of skills training that will help them get and keep meaningful employment.

Most of these young people will have few opportunities for teenage work experiences that might serve as a stepping stone to future employment. What work they manage to find on their own will usually be for relatively short periods of time, at low pay. This work will usually be repetitive and menial rather than interesting and challenging. In order to prepare for finding and adjusting to longer-term employment, these young people need to explore occupations, to gain entry-level skills and jobs, and to learn the habits and skills that would be required of them in more promising positions. They need structures which gradually build their personal and vocational competencies so that they can develop independence and a sense of social responsibility.

The most promising youth programs attempt to meet these needs by providing young people with an opportunity to work according to individual ability and

work readiness, using productive (not make-work) jobs that are as integrated into the "real world" as possible, and providing close supervision and coping skills training (getting and keeping a job) that is carefully structured and directly related to the real work situation.

Youth employment and training efforts can be divided into three broad categories: 1) work experience through job creation; 2) on-the-job training in the private sector, and 3) classroom or institutional skills training. Many projects combine these activities.

Work experience programs of the first type generally attempt to create job opportunities outside the normal labor market through subsidized entrepreneurial ventures, conservation activities, or expanding public service roles for youth. The creation of work activities in order to provide financial support, motivation to complete schooling, and experience in work habits and disciplines has been one of the major strategies of attempts to alleviate youth unemployment.

The range of projects that create community service roles for youth is extremely diverse. Many of these projects are founded on the concept of "multiple social utility": they provide not only employment and training in marketable skills for disadvantaged youth, but also community improvements, a stronger sense of pride and membership in the community among both the providers and recipients of services, and often the conservation of energy resources.

Some of the more promising job creation strategies consciously attempt to build the young person's sense of ownership in a project by creating entrepreneurial, service provider, or managerial roles. This strategy also expands the range of training opportunities that a single project can provide.

The St. Paul Public School System runs a program for in-school youth that creates jobs for "troubled" young people through the generation of several youth-operated projects. This project has created a personnel office run by the participating young people to receive real-work, skill-developing job announcements both from school department personnel and from community agencies and employers. Handicapped, special problem, and disadvantaged students administer the personnel office, counsel other students looking for jobs, and attempt to develop new jobs. These students also plan and work together on five other cooperative projects, including:

- a graphic arts media production studio that produces and distributes publicity material, short publications, and training aids on contract for public and private agencies in the city;
- a student food service that operates an alternative lunch program;
- a performing arts group that takes dramatic productions to hospitals, schools, and other community organizations;
- a consumer action service to advocate for consumers;
- a maintenance and repair service for school repair tasks.

Some of the most promising job creation strategies consciously attempt to build the young person's sense of ownership in a project by creating entrepreneurial, service provider, or managerial roles. This strategy also expands the range of training opportunities that a single project can provide.

This variety of components has created over 200 career opportunities for youth. As the young people become sufficiently trained, vocational counselors find them jobs in the private sector, allowing new young people to enter the training program. Students themselve planned these projects and operate them as managers and entrepreneurs, with job-relevant basic skills training provided by specially-assigned project staff and by a peer tutoring component.

In Cleveland, Ohio, the Willing Workers Project has experimented with a youth-operated contracting service to provide jobs for minority urban youth. The only jobs available to Black inner-city youth are often irregular "odd jobs" that provide little pay and no benefits. This youth service project offers full- and part-time work to young people while providing homeowners and businesses with a more systematic means of contracting for odd jobs, including maintenance and repair, cleaning of all kinds, painting, snow removal, gardening, lawn mowing, and office services such as addressing and mailing. Some in-house vocational training is provided in office machines, heating and refrigeration, and auto mechanics.

Some promising improvements in this contract service approach which Willing Workers has expressed interest in trying include:

- expansion beyond serving as a clearinghouse matching job-seekers to temporary work into maintaining a full-time, year-round pool of young workers receiving steady salaries and benefits;
- putting youth more substantially in charge of marketing (canvassing potential customers) and operations (selecting employees, negotiating contracts, evaluating performance);
- more direct training and job placement strategies to reduce the tendency toward sex-role stereotyping in work assignments.

The success of these youth-operated projects depends on achieving a good balance between the flexibility

necessary for youth to initiate and run the projects by themselves, and the control, guidance, and monitoring necessary to insure that the projects are well executed. At the beginning, at least, simple, small-scale projects appear easiest to manage — immediate success potential should be a central factor in developing projects.

In community service projects both the needs of the youth and of the community must be met. In general, work projects that are most successful include the promotion of good work habits, careful training in specific marketable skills, and visible results that are of obvious benefit to the community. The strongest programs include supportive services such as life skills training, career counseling, and academic skills improvement.

The SER employment project for Hispanic youth in Santa Maria, California has created a unique combination of union trade skills training, conservation improvements that meet community needs, and supportive services to participants. The project provides two major training programs for young people between the ages of 16 and 20. In the Water and Energy Conservation Program, young people are trained in plumbing and install water-saving devices in nearby homes and apartments. The Schools Restoration Project trains youth through insulating, retrofitting, and rebuilding classrooms and playground facilities in financially-distressed local schools.

The SER project enrolls all participants in a GED program, provides counseling that encourages them to return to school, and works closely with local school districts to make sure that each young person receives academic credit for skills learned on the job. The Schools Restoration Project operates an educational health care plan which teaches parents simple and effective ways to detect, diagnose, and remedy minor health problems. A Trades Entry Component provides training to upgrade skills in plumbing, electrical technology, carpentry, and refrigeration with placement in entry-level positions in crafts and trades. A similar SER project in Boulder, Colorado, has developed an innovative, vocationally-oriented English-as-a-Second-Language project, working closely with private industry to prepare participants for on-the-job English.

Few young people are ready to choose a lifetime career; rather, they need to explore many options. The Realistic Work and Training Program for Youth in Visalia, California provides rural Chicano youth with exposure to a broad range of job opportunities in the private sector which many youth would never have imagined, much less gained access to. In addition, this experience sometimes leads to permanent employment.

The emphasis of the Visalia project is on developing appropriate behavior in the context of a system of gradually increasing responsibilities and incentives. Initially, the youth meet with school officials, employers, and CETA staff for training in behavior, skills, and attitudes expected on the job; these sessions continue throughout the program. Participants then have two periods of employment. First, they are offered a part-time public job such as teacher aide, carpenter aide, hospital aide, for which they receive academic credit and minimum wage. Expected behaviors are patterned after private sector jobs. Rewards for successful behavior include field trips to various employment sites and participation in job-search workshops (applying, interviewing, developing informal contact networks) which begin after three months of successful work. After successful public employment, the students are rewarded with a series of five placements in private businesses to experience various occupations. Youth are paid allowances during this time and enter group counseling sessions with guest speakers from private businesses.

Adolescents need guidance, personal consultation, and successful adult role models. The quality of supervision at the worksite is a critical factor which may have an even greater impact on a youth's performance than the type of work itself. In order to gain the respect of employers, youth programs must create an atmosphere of success and program quality. Demanding that youth employees meet carefully established standards is an important step in creating this atmosphere. Several youth employment programs, like the Youth Employment Training Service in Albuquerque, New Mexico, stress the central importance of the supervisor-job developers, who should be hired according to their experience in relevant work, commitment to helping troubled youth, and ability to maintain strict performance standards. The relevant approaches and lessons of a few other youth employment projects are described below.

The PEPSY Employment Project for Special Youth in Cincinnati, Ohio, concentrated on ensuring careful supervision at the worksite. Counselors visit work sites daily. At each site, a staff member is designated the "work site supervisor," and maintains close contact with the youth's counselor. This reassurance is essential to employers, who want a specific program staff member to turn to when problems arise. A seminar on working with adolescents is held for these work site supervisors and each youth's job description is carefully spelled out. Youth are suspended or fired for inappropriate behavior or non-performance. Young people who do not go to school are not allowed to work.

The New Jobs Employment Project conducted by Open Road in five cities in California places youth in private sector jobs and features these strategies:

1) *The apprenticeship concept:* Linking the youth with a skilled older person in small businesses and organizations who are willing to take personal interest in and responsibility for training;

2) *The contract education method:* Spelling out specific responsibilities for the young person, the work supervisor (sponsor), and the project staff — including time lines for accomplishing specific goals;

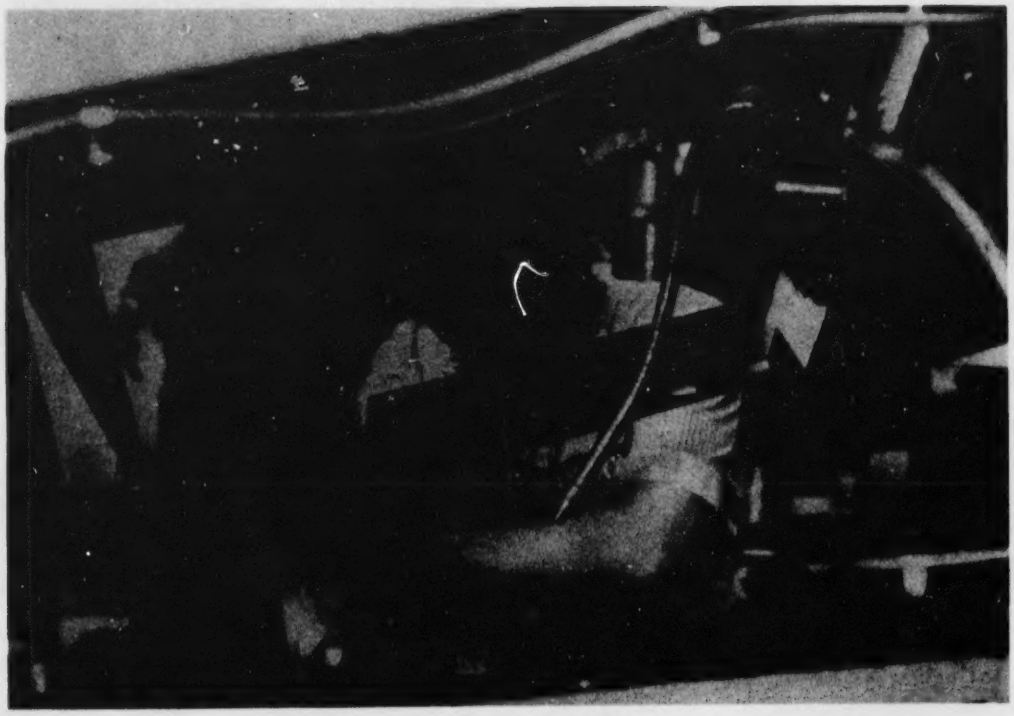
3) *Personalized follow-up:* Frequent telephone and in-person contacts with both participants and sponsors; organized social events for sponsors and youth; helping youth plan next steps by winning commitments from employers to "hire on" after training and by helping youth enter related educational programs.

Many programs have experimented with providing incentives beyond program quality for private sector employers to hire young people. The Private Sector Employment and Training Progrm run by the Hartford Public Schools uses these methods:

1) A declining wage subsidy in which the program pays all of a youth's wages for on-the-job training in the first six months; then, given a positive employer performance evaluation, the subsidy is decreased to 50% in the next six months, and full employer payment in the last six months;

2) Encouragement for employers to take advantage of the tax incentive for hiring disadvantaged youth;

3) An Employer Council to involve major employers in shaping vocational training and career development to employer needs.



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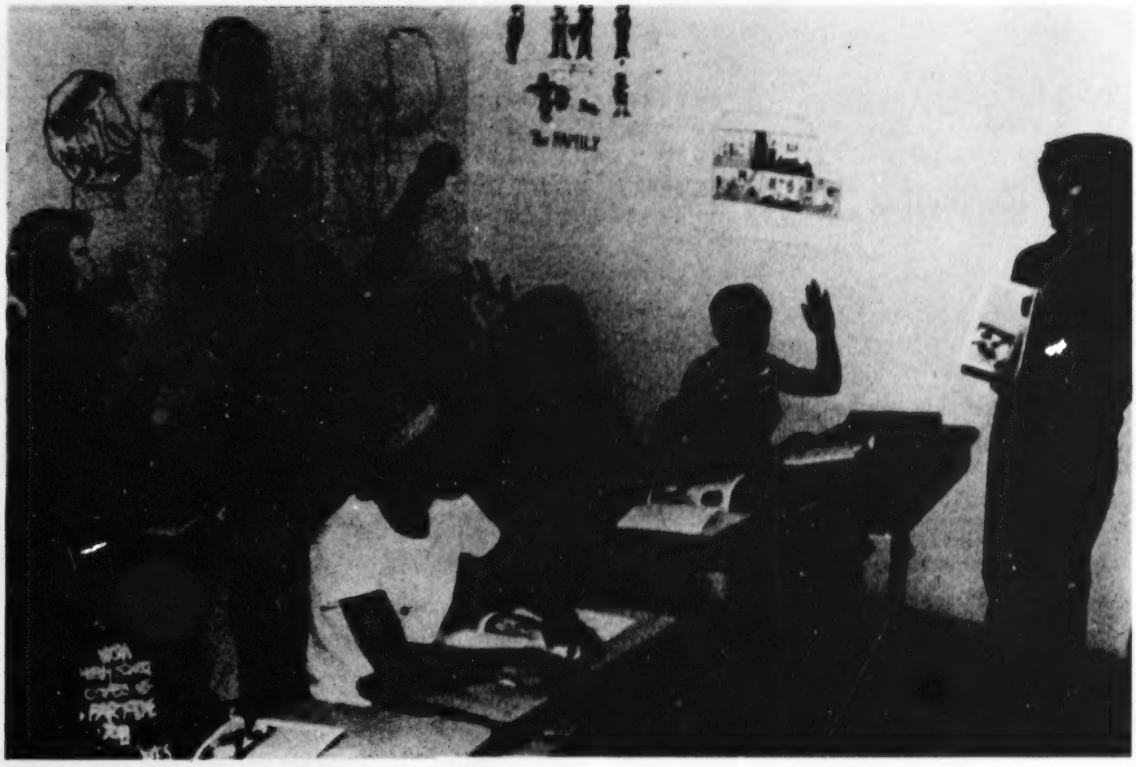


Chapter 5: Basic Skill Development

> "In my opinion the Youth Tutoring Youth program was very worthwhile. And I felt that I really helped someone. I think that this might be the greatest part of the program — a feeling of fulfillment. It might sound corny, but that's how I feel. I also liked the feeling of independence that I had. It made me feel more at ease. I got more work done.
>
> "What I like about working here is that I have something to do. I belong. People appreciate me."
>
> *Youth Tutoring Youth*, pp. 45-46.

Many young people who are described as "high risk" are critically in need of training in both academic skills, and in understanding the wide range of issues and demands associated with getting and keeping meaningful employment. They are sometimes young people who developed patterns of chronic truancy in the early elementary grades because being out on the street was far more interesting than staying in school. Their academic skills are often well below grade level: they have not benefitted from, or been well served by, traditional educational institutions and methods. While they are often cynical about (and alienated from) the educational system, they have also internalized negative messages about their own abilities and tend to resist academic work out of their own fear of failure. Programs that attempt serve troubled youth must find new approaches to teaching basic reading, writing, computation, and communications skills. Exemplary approaches are those which utilize creative methods and work to improve participants' skills in the basic subjects that are most directly related to current vocational training needs and future job success. A few examples of promising strategies are described below.

Research has demonstrated that young adults who have developed near-phobias about reading, writing, and/or mathematics because of long histories of failure in school often are motivated and learn more quickly by tutoring younger children who need special attention. The "Youth Tutoring Youth" concept has been promoted by the National Commission on Resource for Youth since its founding in 1967. Started in the summer of 1967 when adolescents tutored younger children in Philadelphia and Newark, youth tutoring youth programs now exist in thousands of locations and in as many varieties of subject matter, from language arts to children's theater and science instruction. NCRY will provide teachers and administrators with training and materials to nurture youth tutoring youth programs.

Tutoring is a powerful learning experience. The tutor must understand what he teaches. The lesson becomes his own as never before.

Most of these programs depend on a one-to-one relationship between tutor and tutee. The main stimulus to learning occurs as the two young people begin to develop a strong, mutually-supporting relationship. For the adolescent who has been alienated by the rigid structures, formal content, and teacher-centered approaches in traditional educational settings, the tutoring experience has two radically different aspects. First, the young person is placed in an active, responsible position in an educational process. Tutoring is a powerful learning experience. The tutor must understand what he teaches. The lesson becomes his own as never before. Second, establishing an intense personal relationship with a younger child from a similar background is an ego-

strengthening experience: the tutor often changes his or her behavior dramatically in order to become a positive role model for the younger child. A further benefit for the young tutee is that she now has a tutor who, because of similar personal background, can focus the subject matter on her personal interests and life situation and can respond to emotional needs that sometimes seriously affect her attitude toward learning.

Training for the tutors is a crucial and continual process. Too often, tutors adopt the least inspiring styles of the teachers they have learned from. The best tutor training focuses on the self, and provides a model tutors can use in teaching their tutees. Tutors are encouraged to build their teaching materials and strategies around the interests of their tutees. As a result of this innovative training, a tutor might have his tutee make a book about his neighborhood as a way of learning reading and writing, or develop a physical profile of himself as a way of learning observation and measurement. The model includes weekly group meetings for tutors with their supervisory teacher to discuss experiences and share successful materials and activities.

Some examples of successful programs that utilize this youth-tutoring-youth model are briefly described below. The National Commission on Resources for Youth can provide further descriptions as well as specific training materials.

The public school system of Port Washington, New York, has operated a YTY project called HELP (Help Educate Little People) in which seniors earn social studies credit by taking a course in child development and teaching reading, math, photography, drama, and chess to elementary school children, both in their schools and after school in community centers.

The Puerto Rican Creative Center (Trenton, N.J.) hires bilingual young adults to tutor Spanish-speaking children in basic skills and English.

The O.H. Close School for Boys (Stockton, Calif.) has implemented a student aide program for the rehabilitation of young offenders. Older "wards," who have volunteered to train for six months in recreation, tutoring, and counseling, are brought from other delinquency institutions to the O.H. Close School to tutor its younger students. They often serve as mediators or interpreters between the value systems of wards coming from the youth subcultures and those of middle-class-oriented staff.

The growing emphasis on career education in public scvhools and the burgeoning of work experience and vocational training for disadvantaged youth has led to an increasing number of programs that attempt to combine learning and work. Schools have not adequately prepared many young people to succeed as adults in the world of work. Traditionally, the curriculum of schools has been integrated with training in job skills only in specialized vocational schools, which are serving an increasingly middle class, less "troubled" population. Efforts to combine academics and job training have recognized that work is not only a financial necessity for many disadvantaged youth, but also a motivator, allowing basic skills to be applied to and reinforced in a real world setting where they take on a new practical significance. However, many work experience programs do little to integrate basic skills instruction with a young person's job. The most exemplary approaches to basic skills remediation for school-alienated youth are those which make the academic instruction and vocational training mutually reinforcing.

Jobs For Youth, Inc., a career-counseling and placement service in Boston and New York, has developed a comprehensive remedial basic skills curriculum for its clients based entirely on what the young people themselves have identified as their "survival needs." The curriculum is organized around competencies, or tasks that students will be able to perform at the end of instructions, in two basic areas — job readiness and daily living. Job readiness tasks include completing job applications and negotiating interviews, problem-solving on the job, and language and math skills required in the job context. Daily living skills include reading ads, charts, maps, and directories; preparation for GED, civil service, and driver's tests; writing common letters; and various money management skills.

The student's counselor at Jobs For Youth is also his work supervisor, and maintains close contact with the educational tutors. Every client's program is individualized to work on skills that are most important for immediate job success and to use these learnings as a motivation for further G.E.D. preparation.

Experience-Based Career Education (EBCE) is a model integrating academic instruction, career exploration, and work experience that achieved rapid success and has been adapted to a variety of settings across the country, in public as well as alternative agencies. Experience-based career education is based on two premises. First, the community surrounding the classroom offers many learning opportunities in which young people can become actively involved in the process of education. Second, with appropriate structure through defined projects and learning contracts, a student's personal experience in the community can be the *best* way to learn. Specific classroom and training materials for adopters are available from theFar West Laboratory and Research for Better Schools.

An example of an adaptation of the EBCE approach is the Community-Based Education Project jointly

operated by the Des Moines Independent Community School District and the Chamber of Commerce, funded by the Department of Labor through Youthwork, Inc. This project combines career exploration and subsidized work experience with private-sector employers, basic skills remediation, and survival skills training for disadvantaged, "at-risk" tenth grade students. Students receive classroom job-readiness training specifically designed to reinforce basic skills improvement, including interviewing techniques, communication skills, preparing resumes, completing standard forms, and career information.

As a result of this preparatory training, students have identified career areas to explore through part-time jobs in community businesses. Each job site has been previously analyzed for job, communications, and basic skills requirements. Students define individualized projects related both to their current work site and their future career goals. For example, a student interested in food service management might study the activities, objectives, and management style of her work-site manager in detail. Each project is broken into sub-parts with target dates and specific written, oral, or graphic products, and is carefully supervised by the student's counselor. Formal learning contracts are written and signed by student, counselor/teacher, and work supervisor.

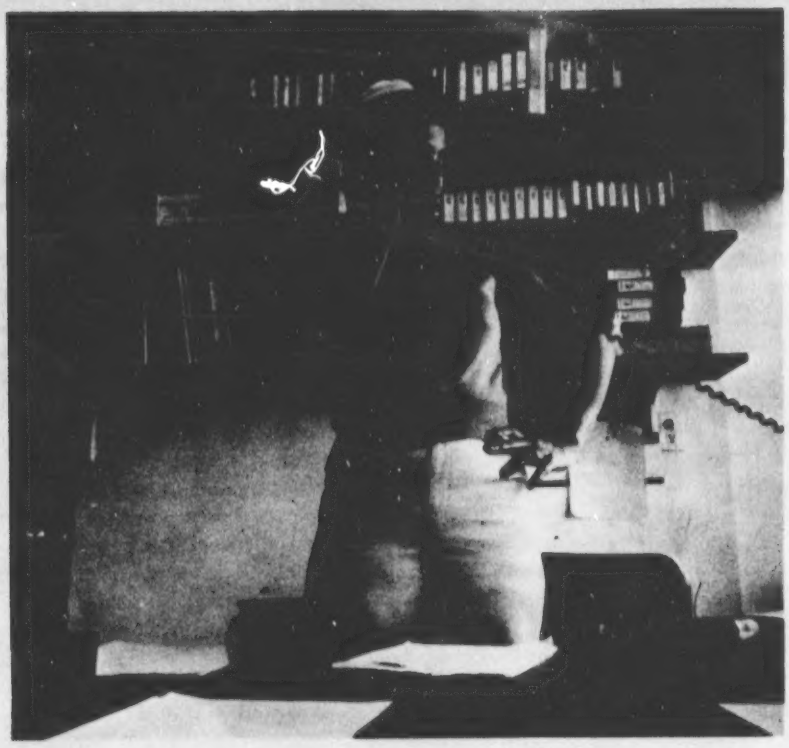
The Des Moines project also reinforces basic skills through a community-based approach to teaching survival skills (money management, consumer rights, credit and installment buying, legal contracts, utilizing advocacy agencies, etc.). Each student works through a workbook of individualized programmed instruction on these competencies. When a unit is completed (e.g., "Taking Out a Loan"), the student must demonstrate her competency in that skill at a relevant, pre-selected community agency (here, a local bank), and have a certification form signed by an authority at that agency. Academic credit is given in the appropriate subject areas for learning projects and survival skills training, and older students act as peer tutors to participants who need help on their projects. All students keep ongoing journals in which they make daily entries about their work experiences. These journals are reviewed regularly for basic skills as well as vocational training needs by the counselor.

The EBCE approach demonstrates the willingness of youth to learn when they are encouraged to exercise responsibility for self-directed learning and to test their interests and abilities against real-life situations. The "teacher" become a "learning coordinator" who assists students in developing and carrying out their own work/education projects.

All students keep ongoing journals in which they make daily entries about their work experiences. These journals are reviewed regularly for basic skills as well as vocational training needs by the counselor.

Another creative approach to basic skills training is being demonstrated at the Group School, Inc., an alternative high school for working-class students in Cambridge, Mass. Through ESEA Title IVC funding, the school is operating a project which uses theater arts to teach writing skills to students whose street skills are very sophisticated but whose basic academic skills are far below grade level. The project is designed to use students' own life concerns as the content for academic instruction. Students participate in a series of basic dramatic activities based on Viola Spolin's work to "warm up" their communications skills and to begin generating material for short mini-plays. Instruction focuses on helping students write these plays, starting with short dialogues developed in the dramatic improvisations, and working up to writing scenes and sequencing them. The school has discovered that students can often work out their own emotional problems by speaking in another peron's voice and that the promise of making community performances of original plays written by the students themselves is an invaluable motivational tool. Pamphlets containing the plays and supplementary activities are available from the school.

An exemplary program of rapid basic skills improvement has been developed at the University of Southern Mississippi in a special attempt to reach out to disadvantaged students who have been inhibited by incompetencies in Standard English. The language skill development project is examining the effect of concentrated language skill training on a group of marginal college admission students. The project gives six months of work and twenty-four semester hours credit to helping these students develop college-level competencies. Programs of sentences combining, pattern practice, oral diction drill, reader's theater, and human relations training as well as some traditional writing, reading, listening, and speaking improvement techniques have been condensed into a concentrated six-month course devoted to developing the communication skills relevant to college success.



"We should have someone to talk to about how I deal with this situation where I made a fool of myself, or how to deal with the fights I keep having with my Mom about seeing Joe, or how come I always lie."

California teenager

"A specific focus of counseling sessions with Jennie, a seventeen-year-old Chicana, was to help her work through her feelings of anger and hostility directed at her father who was an alcoholic. Much of this counseling was educational — introducing Jennie to alcoholism as a disease, taking her to an alcoholic treatment center to talk with experts, and giving her appropriate reading material. When Jennie began to accept alcoholism as a disease, the counseling focus became one of helping Jenny with her feelings of ambivalence and trepidation at finding a new way to relate to her father, (who) agreed to Antabuse maintenance. Jennie is playing an important role in reinforcing his positive behaviors. She is acquiring a new respect for him as a person and is feeling that she has a 'father' for the first time in her life."

New Pride, p. 44

"People who don't work with these people (referring to handicapped residents of a state hospital) say, 'Isn't it a pity.' First of all, pity isn't going to get you anywhere. Secondly, I get much more than I put in. These people care, and when it gets down to the real basics, they're more like me than unlike me."

Peer counselor for handicapped youth, Palo Alto, Calif.

Chapter 6: Counseling

> "I guess mainly it's talking to someone about what's on their mind, or if something's bothering them, like at home or with their girl friend or something. And then a lot of the time what they want to talk about is the same kind of stuff you're trying to deal with, so talking about it helps you, too. It gets to be a two-way thing."
>
> Terry, 16, NCRY: *Youth Counsels Youth*, p. 16

"I don't think any older people know what it's like to be a teenager these days. Everyone suspects us. We're black, we're young — so we've automatically done somethings wrong ... how come no one realizes how afraid we are?"

The literature of education and youth services is replete with counseling theories and technique, and almost every youth program, consciously or unconsciously, has adopted a somewhat eclectic counseling style based on local experiences with the specific target population served. In general, adolescents present a therapeutic paradox. On the one hand, crisis is normal in adolescence, a period of life-determining choices and a necessary turning point. Statistics on juvenile crime, drug and alcohol abuse, teenage suicide rates, broken homes, and violence and vandalism in schools paint a picture of widespread psychological malaise among youth in crisis. On the other hand, troubled teenagers ofen resist traditional therapeutic methods and are alienated from most established treatment centers and the professionals who staff them. Left unattended, the complex personal and social problems that trouble many youth at risk become permanent barrier to educational and employment succes.

In 1979, the Youth Action Network, a project run by Open Road in California, sent youth inquiry teams into high schools in San Diego and Oakland to find out what young people themselves felt about the current state of counseling and guidance services. Their own words are the most powerful expression of their needs:

- *"I don't think any older people know what it's like to be a teenager these days. Everyone suspects us. We're black, we're young — so we've automatically done something wrong .... how come no one realizes how afraid we are?" (Black female, junior)*
- *"When there are racial fights here, the schools shut down tight as a drum. Go home, that's all they care about .... It doesn't stop the fighting, it just pushes it outside of the school so they can pretend it's not happening. But we — the kids — get stuck with it." (Chicano, junior)*
- *"My friend Susie got pregnant last semester and ... the school ... made her go to a different school ... you know, out of sight, so she wouldn't contaminate any of our minds. Just pretend we don't know about sex ...." (Anglo female, junior)*
- *"We should have someone to talk to about how I deal with this situation where I made a fool of myself, or how to deal with the fights I keep having with my mom about seeing Joe, or how come I always lie." (Chicana, senior)*
- *"Hell, we could use a whole course on Relationships — I mean the real nitty gritty of being 'in' or 'out,' what it means to sleep with your boyfriend, how to handle fights. I'd do all the reading — even the optional list!" (Black female, junior)*

The more successful approaches to counseling high-risk youth often take a "situational" approach, assessing problems and applying treatment in the context of other

program activities — education, recreation, employment. Situational counseling takes a specifically problem-solving approach, working on conditions that currently present difficulties, rather than a heavily therapeutic approach that attempts to find the underlying causes of behavior in past experiences. Many deeply disturbed young people do need psychotherapy; these youth can be referred after they have developed readiness through situational counseling.

The most successful approaches to counseling high-risk youth often take a "situational" approach, assessing problems and applying treatment in the context of other program activities — education, recreation, employment. Situational counseling takes a specifically problem-solving approach, working on conditions that currently present difficulties, rather than a heavily therapeutic approach that attempts to find the underlying causes of behavior in past experiences.

The counseling practices described below address some of the common adolescent needs to which youth programs must respond. These needs imply both content and process considerations for youth program planners, including how best to provide an accessible role model; how to build young people's sense of competence, independence, and social responsibility; how to reduce patterns of failure and provide motivation and discipline that will help ensure success for the youth participants; how to help young people understand the options, identify resources, and make specific future plans; and how to strengthen families that are often ignored in youth programming.

New Pride, in Denver, Colorado, has been a pioneer in comprehensive programming for serious youthful offenders, with funding from LEAA and other local public and private sources. Project New Pride is a succesful attempt to help juveniles break out of what could become a lifetime pattern of crime by instilling a sense of self-pride. The project integrates education, employment, counseling, and cultural enrichment — services which are usually highly specialized and fragmented.

Many youth counselors face a dilemma: how to be both disciplinarian and advocate for a young person. At New Pride counselors attempt to resolve this contradiction by maintaining presence as a guide in all aspects of their counselees' program (e.g., tutoring during academic classes, conducting field trips, supervising work sites) and by focusing on helping young people resolve immediate personal and social problems and develop positive coping skills (e.g., making and executing plans, controlling impulses, communicating and working with others, working within an authority structure). The treatment approach involves extensive interaction with the client's family and any other significant people in the young person's life, and in the nine-month follow-up period counselors continue to maintain a minimum of weekly contacts with the youth and his family. The counselor serves as a liaison among other project staff to keep them aware of a client's personal issues and to coordinate monthly client progress reports.

A distinguishing feature of the New Pride approach has been the concept of flexibility and accomodation that is central to its methods. Counselors provide intensive individual services and problem-solving attention which are of paramount importance in helping youth who have been neglected by family, peers, and schools. They seek solutions to emergency problems, "hustle" free services (eyeglasses, child care, medical treatment, psychological help, etc.), conduct orientation activities, and help young people resolve attendance and job problems. Every effort is made to provide services and events of interest to each individual youth.

New Pride recognizes that many troubled youth lack an adult role model; therefore, youth are paired wherever possible with counselors from a similar background, which will make them both accessible to the youth and an example of success at overcoming similar social obstacles.

The central role of the counselor in providing intensive, individualized services is confirmed in many other youth programs, including the Job Teams program in Ravenna, Ohio, and the Youth Employment Training Service in Albuquerque, New Mexico.

The actual range of situations that counselor face in the Albuquerque YETS program is best illustrated by this case example:

- *"Olivia was a young mother of two whose husband was in Albuquerque awaiting a kidney transplant. She came to the counselor in need of a job. Her utilities had been turned off and her landlord was evicting her for nonpayment of rent. The first thing the counselor did was take Olivia into her own home. Then she took Olivia to St. Vincent de Paul for a cash grant, to the CAP agency to get her utilities paid, to the welfare office to file an application, and to every housing authority in Santa Fe to get on the waiting list. When her husband returned Olivia had a job for herself and an apartment for the family."* (p. 8, YETS)

In Job Teams, the counselors double as job site supervisors for teams of no more than five youths. This small ratio is considered crucial. Another benefit is the

development of team spirit, where youth get close to each other and work at defining roles for themselves in a small group. Interactions are carefully processed in group meetings. These sessions are the means through which young people are oriented to the demands of the world of work. On-site, as well as after work, counselors are behavior models.

The Job Teams actually become peer support groups, a forum not only for career information and job-readiness training (dealing with young people's "attitudes," lack of responsibility or commitment), but also for shared decision-making and peer leadership training. Society tends to condemn adolescents to passive roles as consumers, participants, program beneficiaries (or victims), denying them experiences which help develop personal competence, mastery, and responsibility. The idea of peer support groups in personal and career counseling and employment training is one way to build mutual respect between staff and students as well as an increased sense of belonging and responsibility among young people. The Job Teams sessions focused on reality-based problem-solving, mutual agreement on criteria for incentives and punishments, peer supervision and feedback, and the gradual development of youth leadership in the teams.

Both Job Teams and New Pride utilize some specific failure-reducing counseling techniques that have been adapted from Dr. William Glasser *(Schools Without Failure)*. Briefly outlined, these include:

1) Behavioral Contracts — a written agreement jointly negotiated between a student and a counselor, teacher, employer, and/or parent that pinpoints disruptive behavior, agreements to change the behavior and provide specific assistance (e.g., tutoring), and a short time-frame for evaluation.

2) Time-out places — a comfortable place for retreat, thinking, individual counseling.

3) Inter-group competition, rewards, disincentives — in Job Teams competition provided incentive as teams competed in attendance, work productivity, and work quality. Youth decided the rewards: banquets, bonus checks, and incremental bonuses based on the team's place in the competition (no-lose). Administrative staff, county officials, local business people judged the work.

Some other promising practices that elaborate on these concepts include the following.

- The Youth Crisis Center's Ex-Offender Program in Gary, Indiana, applies the methods of Transactional Analysis, Gestalt, and Alcoholics Anonymous to help ex-offenders overcome drug and alcohol problems. Clients are taught *self-evaluation* to monitor behavior changes, using specially-developed before and after tests and Goal Attaingment Scaling.
- At Independence High School in Newark, New Jersey, graduates, in addition to completing the required credit hours, must pass an "exit interview" in which they must convince a group of staff and students that they have a clear idea of themselves and their future goals, know the relevant educational and training resources, and have initiated specific short-range planning.

Many youth projects have experimented with variations of the peer counseling approach. The youth counseling model is a powerful experience for the counselor as well as counselee: young people work out their own problems and develop new self-confidence and purpose in the context of helping other youth.

- The Youth Enrichment Project of Detroit utilizes peer counselors to lead very structured group counseling sessions for juvenile offenders. Called Guided Group Interaction, the method is a five-step problem-solving technique that builds a culture of caring and peer pressure for behavior change.
- Project HEAVY of the San Fernando Valley Gang Consortium is a comprehensive effort to reduce street crime. Youth participate in Human Relations workshops that focus on inter-cultural communication, prejudices, and valuing. Young people trained in these workshops form Campus Response Teams, coalitions of youth advisors to promote multi-cultural harmony in the schools. The focus of the team's activities is to enrich inter-ethnic understanding, prevent ethnic tension, and intervene in crisis situations.
- In Union County, New Jersey, youthful ex-offenders are trained to serve as counselors to junior high school youth who are habitually truant or who exhibit deviant school behavior.

The need for counselors from similar backgrounds wh can act as adult success models can be met in a variety of ways:

- The Sisterhood of Black Single Mothers pairs teenage mothers with older women who were themselves teenage, single parents and conducts educational and cultural enrichment activities that improve everyone's self-image, sense of belonging, and parenting skills.
- Research indicates that the lack of contacts with potential employers is one of the root causes of unemployment, especially for urban minority youth. The Jobs Now project in Chicago has developed a comprehensive program to train adult employees in the private sector as personal coaches for disadvantaged youth trainees.

Chapter 7: Recreation and Cultural Enrichment

Rafael walked home slowly under the hot New Mexico sun. He had just won the Golden Gloves Championship. The thrill that most 15-year-olds would feel at such an accomplishment was muted for Rafael because of his heavy adult responsibilities. A high school dropout from a poor family, he had not been able to find a job to support himself and his pregnant wife.

One of the coaches at the tournament had told Rafael about the possibility of getting a job through the Youth Projects Coordinator in Santa Fe. One week after he applied, the Coordinator found Rafael an OJT placement making and selling furniture at a local upholstery shop. The employer was pleased with the youth's work. In fact, he sponsored a community fundraising drive to send him to the state Golden Gloves tournament in Albuquerque (which he won) and to the national finals in Hawaii (which he almost won).

from *Addressing Youth Employment Needs*, Abt Associates, 1978

a. *Recreation*

Recreation is often included in a perfunctory manner in programs for youth in crisis. An increasing number of program operators are finding that recreation is not only essential for the release of tension that developing adolecents build up, but also helpful in achieving a number of other program goals. Recreational activities offer a break from demanding, structured program elements, like education and work; they give youth a chance to play as peers with staff on the same team. Team sports and games set up a community-building vehicle, and involve youth in a situation where rules are clearly prescribed and are enforced by their peers. Finally, recreational activities are a good environment for observation, assessment, and improvement of young people's coping skills, including dealing with frustration and defeat, making decisions in a group, and communicating clearly with others. A carefully-structured and planned recreational program that encourages young people to test their limits and motivates them by teaching the methods of successful problem-solving can be a crucial program element. The most sophisticated youth programs consciously integrate problems that come up in recreational activities into individual and group counseling sessions.

The Outdoor Group Activities Program in Dayton, Ohio, involves young people involved in drug and delinquency prevention and treatment programs in playing problem-solving "games" designed to put the participants at ease and to help them establish bonds with others in the group. These outdoor activities are especially good orientation, group-building strategies.

The Outdoor Group Activities Program in Dayton, Ohio, involves young people involved in drug and delinquency prevention and treatment programs in playing problem-solving "games" designed to put the participants at ease and to help them establish bonds with others in the group. These outdoor activities are especially good orientation, group-building strategies. A group is given a physical task defined in terms of goals, obstacles, tools, limitations, time period, and even limits which "kill" participants within the context of the presented situation. At the end of the task, youth discuss

their experience, focusing on communications skills, planning and organizing, evaluating alternatives, leadership styles, sex roles, etc. Some of the apparatus used in experimental tasks include streams, trees, ropes, blindfolds, logs. Many of these activities are adapted from the Outward Bound Progrm, which has published a trainer's guide.

A unique joint effort between a traditional agency, the Alexandria Mental Health Association, and a self-appointed group of poor black youth concerned about the cultural deprivation of their peers has resulted in a youth-run, year-round recreation program aimed at black inner-city youth. The Mental Health Association took the role of sponsor, providing office space, consultation, record-keeping, and an "anchor in the establishment," which made it possible to remove barriers such as the Recreation Department's reluctance to allow Black youth to hold dances in the downtown area. The young adult members formed an Executive Committee and an Advisory Board, defining priority needs and recruiting members. A highly-trained adult consultant, a social psychologist, spent several weeks helping the group to define its goals and to complete a training course in leadership skills. The young adults, with the consultant's help, then designed and gave a Leadership Training workshop for other youth as the basis for membership in the coalition.

The first priority need tackled was the need for youth to have a normal social life. The coalition set up a regular calendar of dances, concerts, and Days of Talent Expression, using the youths 'own talents as planners and performers. Other successful projects have included: dramatic performances about Black history written and performed in local theaters and churches by the young people; the development of the Quiet Fire Repertory Company which gives Saturday Drama Workshops to help youth develop self-understanding and a new appreciation of Black culture through drama; a Job Finding course requested and developed by youth members of the Coalition. The key to the success of this unique partnership is that it has implemented ideas from the grassroots up instead of superimposing programs on the inner-city, and it has changed many stereotypes on both sides.

Helena Pratt, the adult sponsor, expresses some important lessons:

- *"I have learned that kids often have quite different ideas of what they want to do than even the msot caring professional supposes. Youth Coalition members do not, for example, want to be entertained or diverted. They want their free time devoted to learning how to survive. They want to acquire the skills that other kids are taught, and they want to volunteer their own skills. Being endlessly on the receiving end is seen as belittling."*

b. *Cultural Enrichment and Cultural Pride*

As a teacher in an extremely traditional and conservative high school in the Appalachian mountains of Georgia, Eliot Wigginton began an experiment in teaching students language arts skills that has been emulated at hundreds of other schools. The *Foxfire* experiment engaged alienated students in learning writing skills by making writing personally meaningful and directly applicable to the life of the surrounding community. Trained in the interviewing, research, and recording techniques of oral history (using mainly cameras, tape recorders, and some video equipment), students researched the history, crafts, and work of the local area by collecting the life stories, remedies, recipes and skills of native people and publishing them in a regular magazine that became so popular it could support itself entirely on subscriptions. The project expanded to include weekly videotape broadcasts scripted, filmed, and edited by young people; student-designed and produced records of traditional music and the work of local songwriters; and an environmental research and advocacy project to conserve local natural historical resources.

"I have learned that kids often have quite different ideas of what they want to do than even the most caring professional supposes. Youth Coalition members do not, for example, want to be entertained or diverted. They want their free time devoted to learning how to survive. They want to acquire the skills that other kids are taught and they want to volunteer their own skills. Being endlessly on the receiving end is seen as belittling."

The *Foxfire* experience is a useful model for using the community as a vehicle to build cultural identity and pride. Students learned difficult academic skills because — through the vehicle of their community — those skills sudddenly became clearly and personally useful. In the act of using their own community as a laboratory and a resource, young people also began to understand their identity, where they came from in terms of ancestry, past, heritage, roots. They were exposed to a variety of lifestyles and philosophies they had probably not previously considered. Raising a young person's sensitivity to her own culture increases the possibility that she can be equally sensitive by extension to other cultures. The visible tangible results of *Foxfire* — now over 30 magazines and 5 books — gave students an

unsurpassed sense of belonging to, and importance in, their own community.

In Tucson, Arizona, the South Tucson Community Center has employed fifteen school-alienated young people to paint murals on school buildings in the community. Through publicly-recognized successes on these projects, the young people gained a new sense of self-esteem that could never be measured in statistics. For the first time, they were accomplished workers with more important things to do than "hang" on the street. They learned skills that will be transferable to future jobs (research, planning, painting, design), and they learned a deeper appreciation of their own culture and history through describing to others.

Luis, a youth participant who painted a mural depicting justice for Chicanos in powerful, bold shapes across an entire wall of a school building, found a whole new identity:

- *"I started painting when I was ten. This is natural for me. It's in my culture; you see it every day. I want to get enough credits to get a scholarship in art. I want to teach art and try to become a professor. That's my goal."* (*Reasonable Alternative*, p. 31)

"Aunt Martha's started out abuot five years ago after a group of kids felt the need to establish a drop-in peer counseling service. The agency operated a few nights a week and drop-in kids were counseled by a youth and adult team. As the center became more popular, Aunt Martha's expanded to include a group home for female wards of the state and a health center providing pregnancy tests, venereal disease information and testing, gynecological and contraceptive services, and peer health education counseling.

"Youth participation is an integral aspect of Aunt Martha's. Youth have input into every decision. For example, young people help decide the position requirements for new staff members. The 20-member Board is made up of 50% youth. Because of Aunt Martha's effective communications network, Ms. Bonfiglio indicated that she had never experienced treatment based on tokenism: 'I always feel free to provide input at Aunt Martha's as well as at National Network of Runaway Youth Services and staff members are receptive to hearing my ideas.'"

Julio Bonfiglio, peer counselor and Board member, Aunt Martha's Servicve Agency, Park Forest, Illinois

Chapter 8: Youth Involvement and Self-Advocacy

For over ten years youth advocates have been pressing the importance, rationality, and promise of giving young people much more meaningful and significant roles in forming public policy and planning programs that affect their status and welfare. During that time fragmented attempts have been made to involve youth by placing them on boards, forming youth councils, or offering them part-time positions in public service and advocacy agencies to "prepare them for advocacy work later on." These strategies have been limited because (1) youth have not been trained to function and to contribute among adults, especially in planning roles; (2) youth councils (e.g., CETA youth councils, student councils, etc.) are often ancillary bodies rather than policy-making ones; and (3) many public or private non-profit sector jobs have not provided solid training for future employment.

The Group School, Inc., an alternative high school for working class and minority youth in Cambridge, Mass., has been a pioneer in the development of concrete strategies for maximizing the involvement of young people in projects that serve them. The Group School's approach is three-pronged. First, the school has developed a sophisticated and comprehensive approach to basic self-advocacy training. Several courses, required for all students, are designed to help "high risk" youth identify more positively with their race, class, and sex. Courses include race relations, neighborhood and culture, sex roles, labor history, and job readiness training. All of these courses begin with the students' own experiences and help them understand these experiences in a broader socio-economic perspective.

The second aspect of this approach to youth involvement is another level of courses designed to train young people in specific skills that enhance their ability to participate in all levels of project operation — from planning to hiring staff to dissemination and evaluation. This training includes a course in governance, covering different theories and basic leadership skills; financial management skills training; and communications, problem solving, and conflict-resolution skills applicable to group, project, and work situations. Young people strengthen their new skills by helping to train new members.

Finally, all projects conducted by The Group School are organized so that young people are a majority on all decision-making bodies, from the Board to the Discipline Committee. The whole community meets weekly to evaluate projects, plan new activities, and discuss problems. Despite the usual power of articulate adult staff, students do exert a strong influence because they have been carefully trained. The Group School has found that this training also improves young people's ability to resolve rather than flee from conflicts on the job. The school is now expanding its work into the Cambridge public high school, opening a student advocacy center and training students as peer counselors. Curriculum for this Self-Advocacy Training is available through the school.

These projects often have a *dual social utility:* the activities of the participants strengthen their own vocational skills while producing other social improvements and raising the quality of services to populations in need.

Recently, youth employment programs have attempted to take these concepts of maximizing youth involvement and promoting self-advocacy several steps further. Some projects are experimenting not only with strategies for involving youth more directly in program planning and management, but also with exploring youth potential as an asset to our economic and social system. Employment opportunities are created not only to provide job experiences but also to involve young people in making positive contributions in the fields of health, education, care of the elderly, supportive services to the handicapped, public transportation, conservation, and other socially relevant problems. These projects often have a *dual social utility:* the activities of the participants

strengthen their own vocational skills while producing other social improvements and raising the quality of services to populations in need.

Open Road, a network of innovative employment and advocacy projects for youth in several cities in California, has experimented with self-advocacy training approaches to increase the involvement of youth not only in institutions that serve them but also in policy decisions at local, state, and national levels. In an attempt to develop student-centered approaches to dealing with issues that affect the learning environment and sometimes lead to conflict and vandalism in the public schools, Open Road runs Student Involvement projects at several public high schools in California. Student Involvement seeks out "natural leaders," who do not fill traditional leadership roles, are not normally involved in school activities, but who often command a great deal of respect from their peers. Students are trained in problem-solving techniques, which they apply to specific issues at their schools, identifying a problem, recommending solutions, and implementing model improvement programs. Through cooperation in a committee with administration and faculty, students become involved in critical decision-making which impacts on the operation of the school and the quality of educational services. Student Involvement Committees have written student codes of rights and responsibilities, initiated peer tutoring programs, and consulted on curriculum development.

In 1979, Open Road received funding to experiment with concentrating this student involvement concept on guidance and counseling services in the schools and in CETA agencies. Young people from disadvantaged families with histories of truancy and low academic skills are paid wages to conduct investigative research studying the quality and impact of guidance and counseling services for young people. Classroom training consists of instruction in the socio-economic structure of education and work, survey research theory and techniques, and practical communications and interviewing skills. Students will publish their findings and testify at local conferences and before the state legislature.

Open Road has demonstrated that the effects of mounting student-led campaigns for institutional improvements are diverse and extremely promising. "Unmotivated" young people have become energized; they have been able to connect learning and work; academic subjects take on new life when skills and information are necessary to carry out a project in which students are invested. Students from different social groups have learned to work together toward a common goal.

This approach to integrating work and basic skill development in a highly motivational context of maximum youth responsibility can be applied to many kinds of advocacy efforts.

Panels of six to eight young jurors mete out sentences to their peers after regular juvenile court judges have determined guilt. Punishments involve 10 to 50 hours of community service and clean-up work. Wages are applied to restitution for the crime victims. The program is voluntary for offenders, most of whom are first offenders adjudicated for theft and vandalism.

The Deerfield Department of Police (Deerfield, Ill.) has since 1975 conducted an unusual Youth Juries program that has proven to have a significant impact on youth crime in the area. Panels of six to eight young jurors mete out sentences to their peers after regular juvenile court judges have determined guilt. Punishments involve 10 to 50 hours of community service and cleanup work. Wages are applied to restitution for the crime victims. The program is voluntary for offenders, most of whom are first offenders adjuticated for theft and vandalism.

The premise of this program is that youthful jurors will find it easier to communicate with their peers and to assess penalties understandable to the offenders. The jury of peers is a visible reminder that the offender's actions have been destructive to both the community and the young person himself. Academic credit could also be included for youth jurors upon completion of negotiated learning projects that incorporate and build on their learnings from this experience. A further expansion might involve a team of youth jurors as planning consultants in the development of community diversion projects for adjudicated juveniles.

Youth employment programs have also demonstrated the effectiveness of involving young people in job development and job creation. Under a CETA-funded program called "Epic" (Education through Private Industry Cooperation), students at two high schools in the Bronx spent ten weeks visiting various business establishments in their communities, asking the firms to participate in the program by creating skill-developing part-time jobs for young people, with CETA paying the salaries. The project has discovered that this initial approach utilizing young people to develop private sector jobs accomplished several complementary goals. Young people explored a wide variety of available businesses in a short period of time. Training in interviewing skills helped young people establish positive rapport with potential employers (often a difficult goal) and identify meaningful roles that youth might play in those

businesses. In addition, the participants learned to "sell" themselves and their peers as reliable workers, a valuable skill when interviewing for a job.

In St. Paul, Minnesota, a multi-dimensional youth employment project called "Students Serving Students" combines the concept of youth involvement in program operation with an emphasis on helping young people develop meaningful jobs that will prepare them for the world of work. Students actually plan and operate six different community service projects as entrepreneurs and managers: consumer advocacy, construction, theater promotion (photography and graphic arts), and personnel and career counseling. In addition, students work on rotating teams in the projects' central office to serve the recording, data collection, reporting, and business needs of all five projects. The young people are trained in special skills in these areas, with emphasis on integrating relevant basic skills, and they design and carry out business projects using these skills.

For example, the idea of the Consumer Action Service is that students can help other people as they develop necessary survival skills as consumers, such as letter-writing, consulting community resources, reading contracts for comprehension, and perseverance. Young people work on individual consumer problems to resolve them, using a sophisticated problem-solving approach. They conduct consumer rights training sessions for students in public high schools, and have published booklets used by many public organizations and private citizens.

The staff of the Students Serving Students project have identified some important features of the youth involvement concept. The projects involve service to fellow students and to others in need, building on youthful idealism and desire to be useful. The skills students learn are transferable to any occupation. Last, but perhaps most important, such programs require a teaching staff committed to working with students *as colleagues*. Because young people often have an uncanny instinctual ability to sense this potential, they should be involved in hiring staff members.

Another adaptation of the youth-as-job-developer strategy employed a diverse group of young people in Portland, Oregon as planners in public transportation. The project's goal was to develop new, paraprofessional jobs for young people in Portland's transit agency, while enhancing the quality of service to the community, particularly for the elderly and handicapped.

Another adaptation of the youth-as-job-developers strategy employed a diverse group of young people in Portland, Oregon as planners in public transportation. This YEPT project's goal was to develop new, paraprofessional jobs for young people in Portland's transit agency, while enhancing the quality of service to the community, particularly for the elderly and handicapped. YEPT developed some specific procedure for running youth planning teams: (1) Develop a process to deal with, rather than suppress, conflict, especially race and sex frictions, within the group in order to keep the focus of the work on the substance of the project: projects which get nothing done reinforce the negative stereotype of youth; (2) Decision-making is done by the group as a whole; (3) Fears of taking youths to meetings because they might do or say something embarrassing must be overcome; (4) Young people must not be assigned only routine or menial tasks; (5) Giving youth responsibility does not mean leaving them alone: responsibility increases young people's need for training and feedback from respected adults.

The quotation from a peer counselor from Aunt Martha's Service Agency which precedes this chapter also suggests some basic guidelines about youth involvement. Too often youth participation signifies tokenism because both adults and youth think youth incapable of participating on any level other than simply voicing their opinions. However, youth can and should go beyond just giving voice to their opinions. They should deal with finances, public relations work, and other areas traditionally controlled by adults, like servicing and recruiting other peers.

It is important also to take into account the differences in skill level and sophistication among youth, and to provide levels of opportunities that range from the concrete to the abstract. A structure should be incorporated that outlines in writing the specific youth roles, their rationale, the experiene that can be expected, what can be expected from the agency, and the length of commitment required.

The "Three O'Clock Lobby," a youth-operated statewide advocacy organization in East Lansing, Michigan, where adults serve only on an advisory committee and help mainly to obtain funding, has experimented extensively with minimizing adult control in projects like those of Open Road in California. The young people lobby within the legislature and local administrations on issues they choose, like allocating state monies for expanding youth job programs, and lowering the drinking age. Lobbying issues are determined through a steering committee of over 20 youth members, which any young person in the state may join. Adults may attend, but carry no voting power.

Chapter 9: Linking Up with Existing Community Resources

> Willie and his volunteer tutor have developed a very special relationship. That Willie is Chicano and his tutor is white is not what makes this relationship so special. His tutor is blind. In part to show how much he appreciates his help, and in part to impress him, Willie is learning how to read Braille.
>
> *Project New Pride, An Exemplary Project*, p. 7.

Comprehensive programs which provide a full range of counseling, education, employment, and supportive services can be extremely expensive; duplication of effort is simply not justifiable in a time of limited resources. Youth program planners should carefully consider the importance of spending adequate time from the very beginning of a project on resource development — finding and building mechanisms to utilize available services for youth. In addition to increasing cost-effectiveness, the tangible benefits of such an effort can extend throughout the life of a project:

- a program can expand its network of youth referrals;
- the use of alternative resources can help to reach troubled youth, who are often alienated from professional or traditional resources: the need is not to duplicate these services, but to help youth gain access to them through support and advocacy;
- contacts with potential employers in the private sector are not ony a source of jobs for youth, but also a way of developing a financially and politically powerful support base in the community.
- publicizing a good program can help heighten its visibility, build a reliable reputation, increase contacts for future friends, and keep the community aware and supportive of the project.

Programs in several parts of the country illustrate the application of these benefits. The Special Emphasis Memphis-Metro Youth Diversion Project developed a careful strategy for building community support in a program that has diverted over 1,500 youth, set up a referral system involving thirty different agencies, and laid the foundation for diversion to continue after federal funds expire.

By their very nature, juvenile diversion projects endure a precarious existence. Always lurking is the possibility that a project youth might commit some further offense serious enough to raise a public outcry against project "irresponsibility." Less extreme, but potentially equally damaging, is the loss of interest by key community individuals or groups. Consequently, the Memphis-Metro program developed a support-building strategy that was ongoing, consistently maintaining the loyalty of every group, and flexible enough to respond effectively to changing orgnal needs.

The Memphis Project's basic orientation toward building support within the community is guided by three baic principles:

1. *Building Credibility* — emphasize honesty; avoid overstating capabilities in order to please funding sources; publish information to interested parties about specific objectives, progress to date, reasonable potential, limitations and mistakes; write contracts for all agreements with other agencies; admit problems and elicit assistance from outsiders to find remedies.

2. *Co-optation* — engage the support of individuals or organizations with expertise and experience by actively

involving them in project operations, on Boards, advisory committees, task forces, special projects.

3. *Symbiosis* — develop ties with outside agencies and groups that clearly recognize the benefits to each side. For example, youth programs can compensate day care centers, provide voluntary help on special projects for service agencies like the Salvation Army, accept referrals from contributing social service agencies, and provide internships for student teachers or counselors.

Some projects have developed creative strategies for tapping specific resources in the community in order to expand the comprehensiveness of their services to youth. A few of these ideas are described below, with respect to linkages for jobs and for educational and supportive services.

Eighty percent of the available jobs are in the private sector; but many private employers are reluctant to hire young people, especially youth with "problems," and hesitant to create the part-time jobs often desired by young people. Youth program planners must work early and continuously to establish ongoing positive relationships with potential employers.

The Far West High School, now incorporated into the Unified School District of Oakland, California, has developed a sophisticated model along the Experience-Based Career Education Model for recruiting, selecting, and training cooperating volunteers in the working community (resource people) whose careers include academic areas which students need to study. In this model, the community becomes the classroom: through a series of sophisticated instructional systems, standard coursework has been reworked into a vast series of concepts and objectives which students tackle through carefully designed learning projects at various community worksites. The system for analyzing and documenting, through the resource person, what learning can take place on a given community site is well-structured and documented in materials available from the Far West High School.

The most successful strategy for recruiting community resources became known as the "front-runner" strategy, creating an ongoing Community Advisory Council made up of residents with as many business, civic, political, and social contacts as possible. The Advisory Council helped critique and evaluate training programs as they evolved and maintained community participation. Less than ten percent of those who agreed to participate have dropped out.

Other youth programs have developed similar strategies for linking up with community resources to provide counseling, education, or other supportive services. In many cases community colleges, which offer an increasing number of cooperative education programs allowing part-time work and study, remedial services, and evening courses, provide a flexible partner in expanding multiservice programs for disadvantaged youth. Some promising practices which might be adapted include:

- At the Job Teams Program in Ravenna, Ohio, local college students administered vocational test batteries, and spent time with young people interpreting test results and discussing vocational alternatives. Student teachers provided free tutoring services.
- The Illinois Youth Center, a coeducational correctional institution in Geneva, Illinois, sends youth to the Waubonsee Community College for auto mechanics, nursing, and keypunch training.
- In Parkersberg, Virginia, the community college is experimenting with maximum flexibility, actually taking college courses out to the community — to local industry and social service sites. Participants gain GED or college credits as well as admission to the college itself.

A beginning list of important community resources for youth program developers should be based on the services that youth will most likely need. Relevant agencies might include: the CETA prime sponsor; the parks and recreation departments for work sites; social service agencies for benefits, food stamps, welfare; local schools and colleges; the Salvation Army for emergency clothes, food, and shelter; local day care centers; the YMCA; federal government suppliers for project equipment.

One further note on the local public schools: they can provide physical as well as educational resources. The Hampshire Educational Collaborative in Amherst, Massachusetts uses local school vocational facilities during after-school hours to train out-of-school youth.

I would either get bored of being told what to do and when to do it, or would fail at what I was doing and give up everything. So from this attitude toward society, I looked for a way out of this mess of going to school all the time and working and so on and so forth. That was when I started getting high. After a while it got easier to get high and forget my problems instead of deal with them. But getting high as often as I did it got to be too expensive so I started ripping off for extra money so I could get what I wanted to and not have to worry if I had enough money or not. After awhile I saw it was easier to rip-off than work for it. So I started ripping off all of the time. Whenever I needed money I would just go out and rip something off. I overdid everything. I got busted a couple of times for burglary and selling drugs. So that's when I had to be put on probation. I had already quit school and work six months before. So when I was put on probation I had to follow the conditions of probation. They were that I was to either have a full-time job, be in school full time, or a combination of both. Me not liking to do something too long, I got a part-time job and got placed in this school for Juvenile Delinquents (Project New Pride). Sort of a last chance thing before they would lock you up in an institution. But after awhile, when I had some troubles, the people at Pride were there trying to help me. I had a lot of problems and didn't know how to handle them, so would just get high and try and forget them. The people at Pride saw what was happening, and helped me solve a lot of them. Then I started really taking a good look at what I was and where I was going and my whole idea of existence. After a lot of thinking and help from my parents and the people at Project Pride, I have taken a whole new outlook on my life. There are some that say I'll be tempted to go out during school and go get high with some of my old friends, and that I'll have to get used to the whole school system. For instance I'll have a regular classroom, teachers telling me what to do all the time. How my attitude has changed toward school and everything. I want to be happy and make the people happy that have tried to get me started back on the right road.

Marty P., excerpted from a paper he wrote entitled "Some of the Problems that I'll Face Going Back to the Public School System," New Pride, 35-36.

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Chapter 10: Funding Packaging

Many of the services needed by communities and individuals would be impossible without a multiple-funding approach. The problems of "troubled" youth are complex: single-service programs often fail because they do not address the underlying causes or full range of needs behind a young person's behavior.

Yet, despite more than a decade of federal efforts to promote multiple-funding of service and work-education programs at the local level, the practice has only gradually taken hold. Most local sponsors, especially community-based organizations without extra administrative personnel, are unacquainted with the complex range of federal, state, and local funding sources, are inexperienced in the art of "grantsmanship," and are wary of the work required in accounting for funds received from more than one agency.

Because most federal programs continue to spend monies on the provision of a narrow range of services rather than comprehensive programs, and because small grass-roots organizations are often more accessible and sensitive to troubled youth, more program operators are allocating personnel to raise funds from a variety of sources as new needs are recognized and as service gaps require filling. A few of these efforts are described here to give an overview of some multiple funding possibilities, problems faced and overcome, and program results. In addition to more comprehensive and effective programming for high-risk youth, the benefits of multiple funding also accrue to the sponsoring organization. Dependence on a single funding source often leads to a short program life span because all funds are granted for specific periods of time. Packaging funds from many sources helps ensure an agency's continuity and often promotes a forward-thinking, creative attitude among program staff that encourages thoughtfulness in services to youth.

The so-called "epidemic" of teenager pregnancy has received increasing national attention in recent years. Over a million American teenagers get pregnant every year, and over half of those elect to keep their babies. Statistics show that suicide, child abuse, medical complication, and unemployment rates are higher among teenage mothers than among older groups. Parenting in adolescence often means a lifetime of welfare dependency.

Professionals may disagree about why teenage mothers have so many physical and emotional problems, but they agree that the young mother's situation would be improved by access to coordinated medical and social services. One successful program is PAGE, Pregnant Adolescent Girls' Education, housed in the YWCA in Springfield, Massachusetts. PAGE began in 1969 as an alternative school to help pregnant young women continue their high school studies. Public school systems are required by federal law to allow pregnant students to attend regular high school classes. But staying in school is often physically and psychologically difficult, and regular high schools are not geared to the special medical and social service needs of young mothers (or fathers).

PAGE has a complete secondary school curriculum for its 35 full-time students; another 125 pregnant teenagers participate in PAGE activities each year. A registered nurse provides prenatal care. Staff members teach classes in child care, child development, nutrition, and parenting. The program has three counselors (including one who speaks Spanish) who help students both to overcome their negative self-images (a major problem among these clients) and to make realistic plans for their immediate futures. (Half of the students marry before or soon after delivery.) Counselors also make weekly home visits to prepare students' families for the coming births.

In addition to these services, PAGE runs an infant care center for its students' children under the age of three. Eighty percent of the students return to public high school. PAGE counselors help participants find summer jobs through summer CETA programs, and the project is now working to expand its employment program into the academic year. The director is currently seeking funds to add employment help to a counseling program for the babies' fathers.

The director of PAGE has been trained in proposal development skills, and a significant portion of her time

is devoted to fundraising. PAGE believes that the most successful funding strategy is to seek monies to meet specific needs, not to expand an organization. PAGE has managed to package funds from several sources. State and city education funds pay for teachers, supplies, and transportation. The U.S. Department of Agriculture covers a school breakfast and lunch program. The Massachusetts Department of Education pays for counseling services, and the State Department of Public Health pays for prenatal care and the Infant Care Center. The YWCA provides space; it also runs its own preschool, which takes on some of the PAGE children when they have outgrown the Infant Center and their mothers want to continue education or work. State, city, and local industry money support the employment programs.

The Geneseo Migrant Center at the New York State University College at Geneseo is another example of a comprehensive program that grew out of a deliberate effort to package funds from a variety of sources. Again, the initial efforts focused first on identifying the types of services most needed by migrants and their children and designing a program to meet those needs. Only after this planning stage was complete did the program architects look (through the federal register and other publications) for potential funding sources, inquire among federal and state administrators for responses to the plans, and prepare proposals that specified services and costs.

Migratory farm workers are among the most disadvantaged of U.S. workers. Because they migrate to work in many different areas, they often do not qualify for health and other services, and most children of migrants are behind their peers in educational attainments. At the Geneseo Center, over half of the migrants served are black, one-fourth are white, and the rest are Hispanic and Native American.

The Center has been successful in obtaining funds from five federal and four state agencies, initiating one of the most comprehensive progrms for migrant farm workers and their children in the country. Federal and state funds are channeled through the following agencies:

1) State Department of Education (Bureau of Migrant Education, Division of Vocational Education, Division of Continuing Education, Summer Food Program
2) New York Council on the Arts
3) CETA
4) State Department of Agriculture

Among the services now offered by the Center are the following:

- Children's Demonstration School to meet the physical, social, and educational needs of migrant children ages 5 to 20 (also a training site for eight migrant youth paid as teacher aide)
- In-Camp Learning Program of evening instruction in basic skills
- Child Development Center for children ages 8 weeks to 5 years
- Migrant Heritage Studies program which completed a multi-media kit designed to teach children about migrant farmworkers
- Vocational Education Program to coordinate migrant services of schools and other agencies in 6 counties

Title I Elementary and Secondary Education Act funds are used to operate the two schools and other tutorial and cultural enrichment programs. Title VI, P.L. 93-380 funds the In-Camp program. CETA funds the migrant aide training program for migrant youth. The Migrant Heritage Studies program is funded under Title IX. Vocational Education funds support the vocational program.

The nine-member staff identify time as their major stumbling block: how to identify funding sources and prepare proposals while operating ongoing programs. Also, each funding source has different reporting requirements. The Geneseo Center has kept separate fiscal accounts for each funding source, although the proposals merge programmatically.

The Exceptional Children's Foundation in Los Angeles is one of the largest nonprofit organizations serving mentally retarded young people with a complete range of service. Its funding sources include ACTION, U.S. Foundation for the Arts, CETA, Vocational Rehabilitation, and several private foundations.

The programs offered by the Foundation include: professional guidance and counseling to mentally retarded people and their families; special education classes for disabled young people not accepted or well-served by the public schools; training of handicapped youth in various arts; operation of four work training centers which prepare teenagers for jobs in industry or sheltered workshops; on-the-job training in gardening, landscape service, and horticulture; residential care; and youth volunteer services.

The Foundation identifies its major problem in fundraising as a public relations issue: how to create an awareness of the problems faced by the handicapped and the services needed to meet these problems. The Foundation staff stress ongoing publicity of programs and specific advocacy efforts — high visibility — as key ingredients of success. The agency maintains separate bank accounts relating to each funding source.

Agencies which operate multiservice programs through various funds have offered solutions to problems which usurp administrative time. First, even after programs get started, sponsors must continue to look for

additional funds, both to reduce program vulnerability and to expand enrollment. Building a library of the Federal Register; publications of federal, state, professional, and advocacy organizations; literature of foundations, especially *local* ones, should be an ongoing project. Direct inquiries can be made in writing and orally to state and federal agencies as well as local employers, labor unions, and citizens' groups.

Second, financial and program record-keeping often is complicated by differing reporting requirements. Some hints for sponsors include: devise a financial and programmatic record-keeping system that provides information needed by program administrators, *then* modify that system to meet the requirements of funding agencies; hire an accountant, and keep separate accounts for each source of funds.

Bibliography

Appendix A: Project Contacts and Addresses

The following is a partial listing of names of organizations, addresses of organizations, and (where available) telephone numbers and names of appropriate contact people (in italics) in these organizations. Most of the organizations are mentioned in the text, but we have added a few others who might also prove helpful.

1. Aunt Martha's Service Agency. *Julie Bonfiglio,* 3082 Western Ave., Park Forest, Illinois 60466. (312) 747-2701.
2. Project Place. *Phyllis Saindon,* Director, 32 Rutland St., Boston, Massachusetts 02118. (617) 262-3740.
3. Georgetown Adolescent Intervention Team. *Suzanne Bronheim,* Georgetown University Hospital, 3800 Reservoir Rd., N.W., Washington, D.C. 20007.
4. Working With Youth Through Outdoor Group Problem-Solving Activities. *Doug Kuhn,* Coordinator, The Ohio Association of Youth Service Bureaus, 819 Salem Ave., Dayton, Ohio 45406. (513) 278-0079.
5. Pregnant Adolescent Girls' Education (PAGE). *Norma Baker,* Director, 260 Howard St., Springfield, Massachusetts. (413)736-5434.
6. Exceptional Children's Foundation, Work Education for the Handicapped. *Edith Ritz,* Director, 2225 West Adams Blvd., Los Angeles, California. (213) 731-6366.
7. Geneseo Migrant Center. *Gloria Mattera,* Director, State University at Geneseo, Geneseo, New York 14454. (716) 245-5211.
8. Students Serving Students, St. Paul Open Schools. *Betty Lampland,* 97 East Central Ave., St. Paul, Minnesota 55101. (612) 292-1225.
9. Partners in Learning (Youth Tutoring Youth summer employment program). Flint Community Schools, 923 East Kearsely St. Flint, Michigan 48502. (313) 762-1000.
10. Language Skill Development Project. *Dr. Stanford Givin,* University of Southern Mississippi, Southern Station Box 5305, Hattiesburg, Michigan 39401. (601) 266-7198.
11. Youth Employment Planning Teams. School of Urban Affairs, Portland State University, P.O. Box 751, Portland, Oregon 97207. (503) 229-4043.
12. Youth Loan Company. Hartford Public Schools, 249 High St. Hartford, Connecticut 06103. (203) 566-6090.
13. Continuing Education Center. *Tom Kage,* Wayne County Intermediate School District, 33500 Van Born Rd., Wayne, Michigan 48184. (313) 326-9300.
14. Project Esperanza. *Esther Medina Gonzales,* 1415 Koll Circle, Suite 105, San Jose, California. (408) 287-5230.
15. Community Prevention Project. *Judy Breitmeyer,* Coordinator, Spectrum Runaway Center, 18 Monroe St., Burlington, Vermont. (802) 864-7423.
16. Project Concern Discovery House. *George Brice,* Director, 1000 Harvard St., Mattapan, Massachusetts.
17. Far West High School. *Stephania Arniss,* Oakland Unified School District, Oakland, California. (415) 836-8100.
18. Illinois Youth Center, P.O. Box 111, Geneva, Illinois 60130. (312) 232-2300.
19. FIPSE PROJECT. *Amy Suite,* Director, Parkersburg Community College, Route 5, Box 167-A, Parkersburg, West Virginia 26101. (304) 424-8213.
20. Youth Employment Training Service Program. *Art Armijo,* Director, New Mexico Committee on Children and Youth, P.O. Box 26584, Albuquerque, New Mexico 87125. (505) 842-3049.
21. Job Teams Project. *Cheryl Bundy,* Director, CETA-Portage County, 449 South Meridian, Ravenna, Ohio 44266. (216) 297-9033.
22. Project New Pride. *Terrye Miller,* Project Director, 1919 East 21 St., Denver, Colorado 80205. (303) 320-4632.

23. Youth Crisis Center Ex-Offender Program, 215 North Grand Blvd., Gary, Indiana 46402. (219) 938-5500.

24. Independence High School. *Philip Yourish,* Director, 179 Van Buren St., Newark, New Jersey 07105. (201) 589-8827.

25. Youth Alternatives Coalition. *Helena Pratt,* Adult Sponsor, Community Alcohol and Drug Education Office, Mental Health Association of Alexandria, 101 North Columbus St., Alexandria, Virginia 22314. (703) 548-0010.

26. Youth-Operated Projects Program. *Wayne B. Jennings,* Director, St. Paul Public Schools, 360 Colborne, St. Paul, Minnesota 55102. (612) 224-9421.

27. Youth-Operated Projects Program. *Jack Wuest,* Alternative Schools Network, 1105 West Lawrence Ave., Room 210, Chicago, Illinois 60640. (312) 728-4030.

28. PEPSY Program for Special Youth. *Horace Bradley,* Training Coordinator, Cincinnati Commission on Youth, 700 East MacMillan St., Cincnnati, Ohio 45206.

29. Juvenile Justice Collaboration of Spartanburg. *Penny King,* Director, Spartanburg, South Carolina.

30. Puerto Rican Creative Center, 219 East Front St., Trenton, New Jersey 08611.

31. Community-based Education Project. *Rita Edwards,* Director, Des Moines Independent Community School District, 800 High St., Des Moines, Iowa 50307.(515) 283-2161.

32. The Group School, Inc. *Adria Steinberg,* Coordinator, 45 Franklin St., Cambridge, Massachusetts 02139. (617) 491-4884.

33. Deerfield Plan "Youth Juries." *Chief Brandt,* Coordinator, Department of Police, Deerfield, Illinois 60015. (312) 945-8636.

34. Open Road Guidance and Counseling Project. 149 Ninth St., San Francisco, California 94103. (415) 864-5180.

35. Youth Enrichment Project. *Richard Bowers,* Administrator, Detroit Public Schools, Detroit, Michigan. (313) 494-1000.

36. Project HEAVY. *Richard Ventre,* 125 West Fourth St., Los Angeles, California 90013. (213) 626-0258.

37. The Hampshire Educational Collaborative. *Walter Popper,* Program Administrator for Vocational Programs, 58 Pleasant St., Northampton, Massachusetts 01060. (413) 586-4590.

Appendix B: Resources

The following is a partial listing of organizations and agencies that can help connect programs with resources which may prove of value in planning and operating multi-purpose programs for troubled youth.

1. The National Youth Work Alliance, 1346 Connecticut Ave., N.W., Washington, D.C. 20036. Publishes *Youth Alternatives,* a monthly newsletter which lists newly available resources in each issue. The newsletter also includes conference announcements, reviews of key publications, and descriptions of recent federal grants and contracts with resource and demonstration agencies. Also provides direct consultative sources to youth serving programs.

2. CONtact, Inc., P.O. Box 81826, Lincoln, Nebraska 68501. (402) 464-0602. An international, nonprofit organization, CONtact ties together people, resources, and information to implement new ideas and programs in the field of criminal justice.

3. Indiana State Juvenile Task Force, Jim Miller, Executive Director. Funded by Lilly, Inc., with chapters throughout the state, to advocate for and facilitate the delivery of services to juveniles in their own communities. Also conducts a state-wide Juvenile Justice Information Project valuable to organizations planning and coordinating services to young people.

4. National Commission on Resources for Youth, Inc., 36 West 44th St., New York, New York 10036. Write for list of newsletters and publications.

5. National Office for Social Responsibility, 1901 North Moore St., Arlington, Virginia 22209. (703) 558-4545. Publishes *Change,* a Juvenile Justice Quarterly.

6. Delinquency Prevention Technical Assistance Program, Westinghouse National Issues Center, Center for Action Research and National Commission for Resources on Youth. The DPTA Program has 16 local grantees throughout the

country to provide technical assistance to program developers. Also maintains a Consultant Resource Bank.

7. Research for Better Schools, Inc., Suite 1700, 1700 Market St., Philadelphia, Pennsylvania 19103. Experience-based career education materials and training.

8. Far West Laboratory for Educational Research and Development, 1855 Folsom St., San Francisco, California 94103. Also has experience-based career education materials.

9. National Street Law Institute, 605 G St., N.W., Washington, D.C. 20001. (202) 624-8217. Curriculum for teaching young people about the law.

10. Work in America Institute, 700 White Plains Rd., Scarsdale, New York 10583. Publishes *Job Strategies for Urban Youth.*

11. SER, Jobs for Progress, Inc., 9841 Airport Blvd., Suite 1020, Los Angeles, California 90045. Conducts demonstration programs for Hispanic youth.

12. Closer Look, P.O. Box 1492, Washington, D.C. 20013. Provides information to citizens regarding learning disabilities, the rights of handicapped people, etc.

13. Youth Participation in Program Development Project. Social Action Research Center, 18 Professional Center Pkwy., San Rafael, California 94903. Encourages youth participation and publishes a newsletter called *New Dimensions in Youth Education and Employment.*

14. Center for the Assessment of Alternatives to Juvenile Justice System Processing, School of Social Service Administration, University of Chicago, Chicago, Illinois. Assesses literature available on juvenile delinquency and passes it on to practitioners.

15. North American Council on Adoptable Children, Inc., 250 East Blane St., Riverside, California 92507. Publishes a citizen action manual on how to change the foster care system, advocates for child care services.

16. The National Center on Institutions and Alternatives, 1337 22 St., N.W., Washington, D.C. 20037. Publishes bibliographies on juvenile justice issues (e.g., deinstitutionalization of juvenile offenders) and maintains contact with community-based alternative programs.

17. Juvenile Justice Management Training Program, c/o Massachusetts Halfway Houses, Inc., P.O. Box 348, Back Bay Annex, Boston, Massachusetts 02217. Publishes a management training manual for upgrading the administrative skills of community-based juvenile justice organizations.

18. STASH, 118 South Bedford, Madison, Wisconsin 53703. A drug information resource center with publications on drugs of abuse, the connection between drugs and crime, etc.

19. Institution Educational Services, 1346 Connecticut Ave, N.W., Suite 227, Washington, D.C. 20036. Publishes *Prison Law Monitor,* a monthly report containing articles on juvenile rights litigation, reports on the activities of involved organizations, etc. Operates a national clearinghouse providing legal and resource materials to advocates.

Appendix C: Bibliography

The publications selected for inclusion in this bibliography have been chosen not to provide a comprehensive overview, but rather for their practical value to practitioners. Several of the books at the beginning of the list include comprehensive bibliographies.

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14. G. J. Coates. *Alternative Learning Environments.* Stroudsburg, Pennsylvania: Dowden, Hutchinson and Ross, 1974.
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3. *SER News.* SER, Jobs for Progress, Inc., 9841 Airport Blvd., Suite 1020, Los Angeles, California 90045.

4. *New Generation.* National Child Labor Committee. $5.00 per year quarterly.

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